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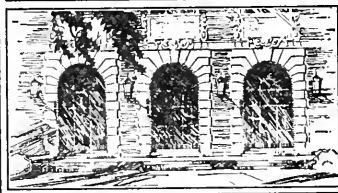
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this is
Evanston

THIS IS EVANSTON

by the

LEAGUE OF WOMEN VOTERS OF EVANSTON

First Edition

Illustrated by Robert N. Blair

League of Women Voters of Evanston
Evanston, Illinois
1949

This is Evanston, Illinois.

The picture of a complex modern city presented in this book shows how Evanston's seventy thousand citizens live, and how they are governed. We find that the rich and varied life of a community such as ours cannot be put into the confines of two hundred pages. We are conscious of pertinent omissions and too scanty mention of some subjects.

A large committee, under the guidance of Mrs. L. B. Perkins, assembled the facts and figures published here. The women met with interested cooperation from many individuals and organizations. The League owes a debt of gratitude to public officials and representatives of special agencies, who gave freely of their time and the services of their respective offices.

The League of Women Voters, a non-partisan organization, believes that politics is everybody's concern, and that only informed citizens can participate intelligently in government. Motivated by that conviction, the Evanston League offers this book as a convenient source of information, and trusts that it will be widely used.

Mrs. John H. McClellan,
President, 1949-1951

Mrs. Lester I. Bockstahler
President, 1947-1949

FOREWORD

"This is Evanston" has had many authors. All have worked with a common aim - to help Evanstonians better to understand their city, to point to its accomplishments with pride and to indicate new paths for further social pioneering. Countless interviews and long hours of research have gone into these pages. Members of the Evanston League have given of their time and talents, often at considerable sacrifice. To all these co-authors, the editor wishes to express her heartfelt thanks and appreciation of their patience and constant cooperation:

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*Committee Chairmen

FOREWORD

There are others without whom this book could never have been written. Mrs. Lyle Smith has served as archivist, gathering much needed material. Mrs. Harold Ward has proofread the manuscript and compiled the index. Most of the maps were made by Mrs. S. W. Burr and Mrs. Charles T. Martin, Jr. Mrs. Franklin Paul lent her skill to produce the charts. Mrs. H. E. Clark gathered the clerical staff and did much of the typing. Mrs. Lester Bockstahler and Mrs. Charles Calkins have spent long hours editing the final manuscript. In addition to her many other contributions, Mrs. Charles S. Booz has devoted several months of painstaking labor to the vari-typing of the book that it might be produced at a reasonable cost.

In other words this book is almost as good an example of the democratic process at work as a New England town meeting. May it help us all to a more active citizenship in Evanston.

Margery Blair Perkins

Evanston, Illinois
September, 1949

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Chapter I

THE PEOPLE WHO LIVE HERE

Every town is built of the dreams of men. From the nature of these dreams stems the nature of the town. So it is with Evanston. John Evans, Orrington Lunt and Grant Goodrich carried the dream of a Christian university in the Northwest. In 1853, in a beautiful oak grove on the shores of the lake which had carried the first white men into this new land, they selected the site for their new venture in education. Close by lay the struggling little village of Ridgeville. Three years later there were three new institutions, all dedicated to the pursuit of higher learning, Garrett Biblical Institute, Northwestern University and Northwestern Female College.

This same group of men bought as much of the surrounding land as they could and laid out the future village. By subdividing and selling building lots they slowly raised the money to finance their dreams. When John Evans left his associates and moved on west to open up still newer lands and to become the territorial governor of Colorado, his friends renamed the new village in his honor -- Evanston. Under this name they had it incorporated in 1863, in the midst of civil war. That war ended. Boom days came to the Middle West, bringing many changes to Evanston. Yet those early dreams set the cultural and social patterns of the town, endowing it with a rich tradition and a distinctive character which it holds to the present day.

GROWTH OF A TOWN

The village grew steadily, both in population and in physical size, with the annexation of adjoining lands. By 1900, thirty-seven years after its incorporation, its population had increased sixteen fold to 19,259. In the twenty years between 1910 and 1930 the town grew rapidly, reaching 63,000 in 1930. Although many came to escape the overcrowding of the land in the big city to the south and to find a quieter and more independent life, both socially and politically, less than half of the newcomers moved out from Chicago. Swelling the ranks of the commuters were many from other parts of the country who were attracted by the opportunities offered here. They entered into business or took up employment or practiced their professions in the metropolis, but preferred to establish their homes in the more congenial atmosphere of the outlying suburb. The unusual educational opportunities offered by the university and the city's other schools drew them to settle their families here. An early contribution of the university founders,

the passage of a law prohibiting the sale of alcoholic beverages, added much to its desirability as a place to raise a family.¹ Evanston became in many ways the parlor and the bedroom of the great city to the south of it.

As late as 1910 a stretch of open country still definitely separated the people of the two growing communities. With the development of rapid transportation, however, they were drawn closer and closer together. Evanston ceased to be "out in the country." During the twenties large apartment houses sprang up on the vacant land in south Evanston. Green areas disappeared. This part of town took on more and more the look of its neighbor. Chicago was pressing in.

POPULATION AND PERCENTAGE OF INCREASE OF EVANSTON AND CHICAGO
From 1910 to 1940

	1910		1920		1930		1940
Evanston	24,978		37,234		63,338		65,389
		49.1%		70%		3.2%	
Chicago	2,185,283		2,701,705		3,375,235		3,396,808
		23.6%		24.9%		0.12%	

So much new and uncontrolled building caused the city council to pass the first zoning ordinance in Illinois in 1920. With the growth of the past few years as a yardstick, the city was zoned for 400,000 people. Large areas were set off for apartment house living, as well as for industry and business, while the pleasant districts occupied by single family dwellings were protected. Then came the depression years of the thirties and the city's growth slackened off. The 1940 census counted 65,389 people, an increase of only 3.2% over 1930. A slight decline even showed itself during the years of World War II. Military service and out-of-town jobs pulled people away. The year 1946, however, brought an upswing again, due probably to the increased enrollment at Northwestern and the housing projects undertaken by the university to take care of new faculty members, returning veteran students and their families.² In 1949, the annual school census gave the city 72,923 people, an increase of 11.5% since 1940.

WHICH WAY GROWTH?

The tremendous growth of the 1920-1930 decade, if repeated in the future, would change the whole character of Evanston. A new zoning law, passed in 1940, greatly reduced the amount of land available for apartment houses and in many sections increased the area required for a single family home. If this zoning law is enforced and if the remaining vacant land (approximately 17%) in

1-This law is still in force and has been adopted by all the North Shore suburbs. Evanston is the national headquarters of the Women's Christian Temperance Union, which Frances Willard founded here in 1874.

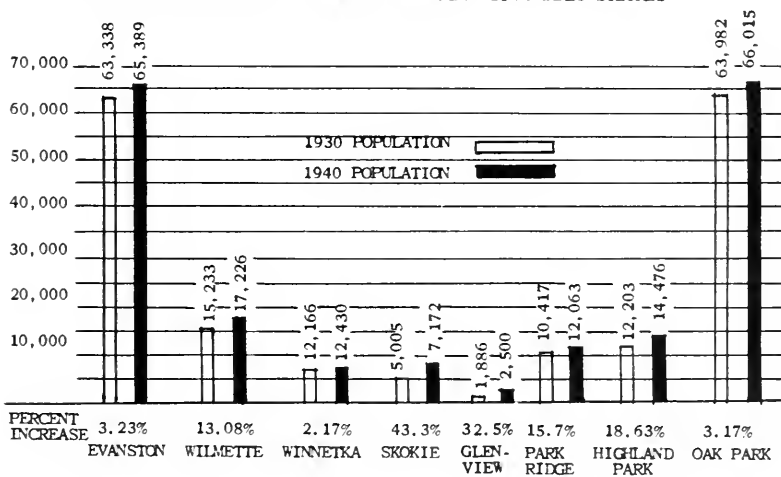
2-The greatest population gains were in the Orrington and Miller school areas.

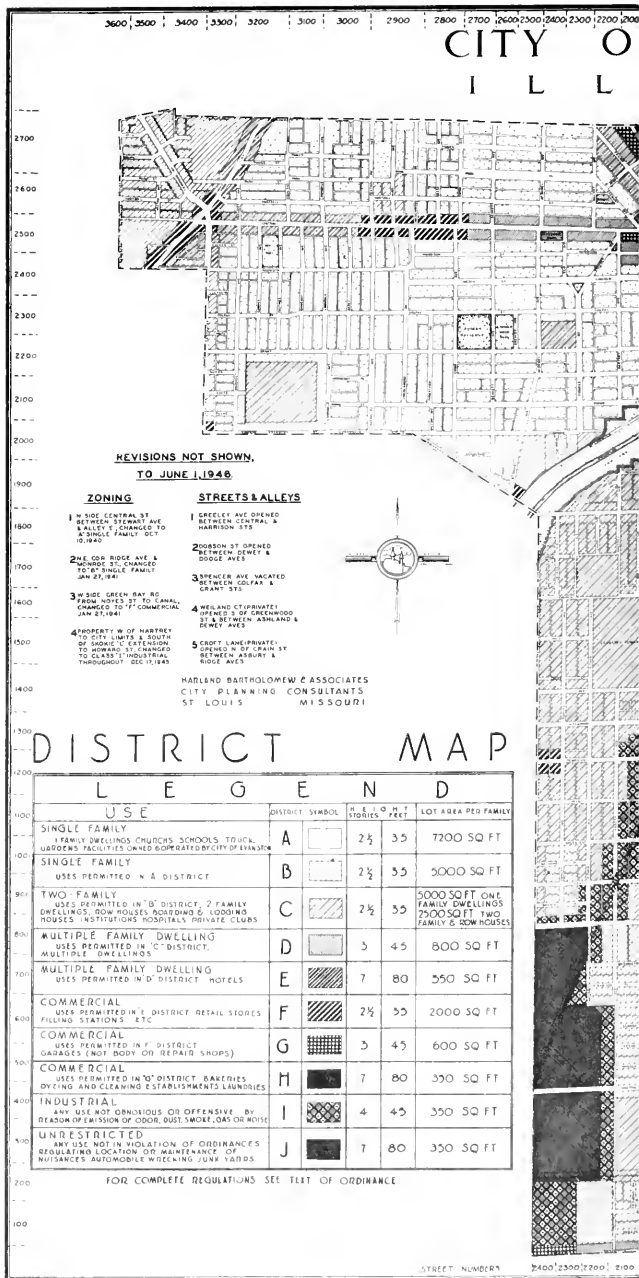
Evanston's eight and one half square miles is built up as zoned, the city can accommodate 96,000 people. If a change in zoning should again increase the areas available for apartment house living, or if the present ordinance should break down under the pressure of today's housing shortage, an ever-present danger with the large number of the big old homes of another day easily convertible into small apartment and rooming houses, the face and spirit of Evanston would soon change.

While Evanston's own population growth has been slackening off, it has been growing in another direction. The suburbs to the north and west have attracted many new people to them. They look to Evanston as their shopping and service center. New businesses have opened here, attracted by a potential clientele of 250,000. Chicago firms, Marshall Field's, Wieboldt's, Lytton's, Sears Roebuck, Maurice Rothschild's, and many others, have established branch stores to serve a rapidly expanding market. Service businesses have multiplied - laundries, garages and beauty shops. The people employed in these businesses have come to make their homes here. More and more people now both work and live in Evanston. Evanston has become less and less a "bedroom" town, the residence of commuters.



POPULATION GROWTH OF EVANSTON COMPARED WITH NEARBY SUBURBS







The war years accelerated this change as industry began moving to the suburbs - a nation-wide trend. A new light industry area is mushrooming in the Skokie-McCormick area of which southwest Evanston is a corner. Industrial workers employed in Evanston have increased 250% in a few years. More and more will wish to make their homes here, near their work. Evanston is becoming a well-rounded town.

WHO LIVES HERE?

Who lives in Evanston? Eighty per cent of all Evanstonians are native-born whites. Slightly more than ten per cent (10.7) are foreign-born whites and some nine per cent (9.2) are negroes. The foreign-born whites come from thirty-eight different countries, with Swedes, Germans, Canadians, Poles and English predominating. Of the 7,020 foreign-born of voting age, 5,488 are naturalized American citizens, and 590 have taken out their first papers. Only 877 have not applied to become citizens, three quarters of them women. Less than two per cent of Evanston's population of voting age in 1940, therefore, were aliens who had not yet applied for citizenship. Many of these were undoubtedly temporary residents attending schools here.

WHERE EVANSTON'S FOREIGN BORN WHITES CAME FROM

15 LEADING COUNTRIES



SWEDEN 1602



SCOTLAND 413



GREECE 147



GERMANY 876



NORWAY 365



AUSTRIA 116



CANADA 709



EIRE 263



RUSSIA 112



POLAND 637



ITALY 209



LUXEMBURG 106



ENGLAND 588



DENMARK 153



TURKEY(ASIA) 96

Of all the foreign-born groups, the Polish families have shown the greatest tendency to congregate. The Polish community, built around The Ascension of Our Lord Roman Catholic Church, is in the fourth and fifth wards.

















Among the early settlers of the city were colored persons. Negroes began moving to Evanston even before it became a city in 1892. The great majority of the negroes came, however, in response to the increasingly insistent demand for all types of personal and domestic service. Others were the families of men employed by Chicago industry. Unable to establish their homes in the suburbs

farther north, they settled in Evanston, where they could find excellent schools for their children. The greatest influx of colored people (2406) occurred between 1920 and 1930. About a thousand more moved here during the next decade. Gradually a negro community has established itself. Although there are negro families thinly scattered in different sections of the city, the community centers in the Fifth Ward.

HOW OLD ARE WE?

Women outnumber men seven to six, a situation typical of the North Shore suburbs. Eleven (11.5) per cent of the population are sixty years old and over (4.5% males and 7% females). Slightly more than a quarter (27.5%) are under twenty-one. Evanston has often been called an "old people's town." School populations have declined with the declining birth rate of the depression years. School district 75's enrollment in 1948 was only three quarters of 1933. Like the residents of most suburbs, Evanstonians produce fewer children than the nation and state as a whole. The town's 1947 birth rate, however, showed a sharp increase along with the nation's. During the depression years, 1932-1938, Evanston's birth rate was 9.5 per 1000 population. During the war years there was a steady rise, culminating in a rate of 18.1, almost double, in 1947.¹ The number of children under six has increased twenty-eight per cent in four years.

HOW OLD ARE EVANSTONIANS

	AGE	5%	10%	15%	20%	NUMBER
	0-9					7,301
	10-19					9,657
	20-29					10,954
	30-39					11,488
	40-49					10,770
	50-59					7,760
	60-69					4,613
	70-on					2,846

¹-This was still below the 1947 national birth rate of 26.2. The 1948 Evanston birth rate was 17.9

THIS IS EVANSTON

As to marital status, there are more single women than men - some two thousand more. Almost a third of Evanston women are unmarried. Widows outnumber widowers almost four to one. One in every eight women is a widow. There are twice as many divorced women as men, but the proportion of divorced persons is small.¹

HOW EDUCATED ARE WE?

The level of education is high. The average years of school completed by Evanstonians over twenty-five is 12.3 years, four years more than the state average.² Over half of Evanston's citizens have had a high school education. Thirty-five per cent have gone to college from one to three years and over twenty per cent of them have finished four or more years of college training. Ninety-seven per cent of the children of elementary school age are in school. Almost an equal number (96.4) attend the first two years of high school and eighty-seven per cent of the sixteen and seventeen year olds are still in school.³ Almost half of the eighteen to twenty year olds continue their education, most of them in colleges and universities.

Evanston ranks highest among cities of like size in the number of community and national leaders. Two hundred forty-nine Evanstonians are listed in "Who's Who", 3.8 entries for every thousand people. With the national average approximately three entries for every ten thousand people, Evanston has ten times the number of leaders as the average city. It outranks such cities as Cambridge, Mass. (2.72), Montclair, N.J. (2.54), Pasadena, Calif. (2.17). It ranks below the New Trier township villages to the north, however, which better the national average twenty times.

1-1.0% of the males, 2.1% of the females.

2-The average years of school completed by residents of Illinois, 25 years or over is 8.5 years; of Chicago, 8.6 years.

3-53% of the state's potential high school population are actually in high school.



WHAT ABOUT OUR LIVING STANDARDS?

Evanston living standards are also high. The average per family income in 1947 was estimated at \$6,395. There are two automobiles for every nine persons, three telephones for every two families. Almost every home (98%) has its own radio and eighty-five per cent of the homes have mechanical refrigerators.

A good index to living standards is the rents paid in a community. In 1940, Evanstonians paid an estimated median rent of \$56.67. This compared with Chicago's median rent figure of \$36.10 and was higher than any of the Chicago suburbs except Kenilworth, Wilmette and Winnetka. Almost 7,000 Evanston families, however, paid less than fifty dollars a month and a fifth of the town (21.1%) paid under forty dollars. Over a thousand families (11.35%) were paying under twenty-five dollars, an evidence that marginal living goes on, even in this North Shore suburb. Almost three quarters of these families (73%) were white families. One hundred sixty-three families who paid less than fifteen dollars a month rent were getting a poor living indeed.

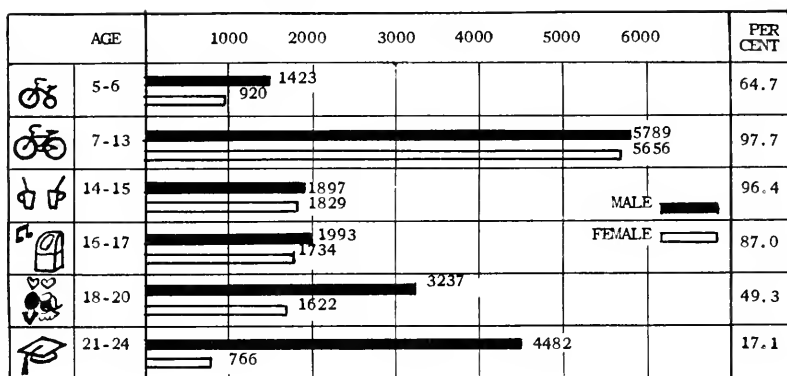
In 1948, with the national economy running in high gear, there are only about fifty relief cases a month, half of them families where illness, pregnancy or desertion is usually the cause of economic distress. During the lean years of the thirties, however, several hundred families - almost two thousand Evanstonians - were receiving public relief.¹ Evanston living standards are high, but not for everybody.

All in all Evanston is an increasingly well-balanced community with a growing variety of people and interests. It has never been a complete parasite, living off Chicago. The university and the services necessary to its existence have prevented that. Its residents are well-to-do enough and there are enough of them to afford the best schools and local government. Their level of education is high enough so that they should be able to find out what they want in the way of community services. There is enough business and industry to help pay for these services and thus ease the individual's tax burden. If controlled, this business development should add rather than detract from the attractiveness of the town as a living center. Most important of all, the population of Evanston is homogeneous enough to have like-minded purposes, and small enough so that every citizen, if he is willing to make the effort, may make his voice heard - the prime test of a good home town.

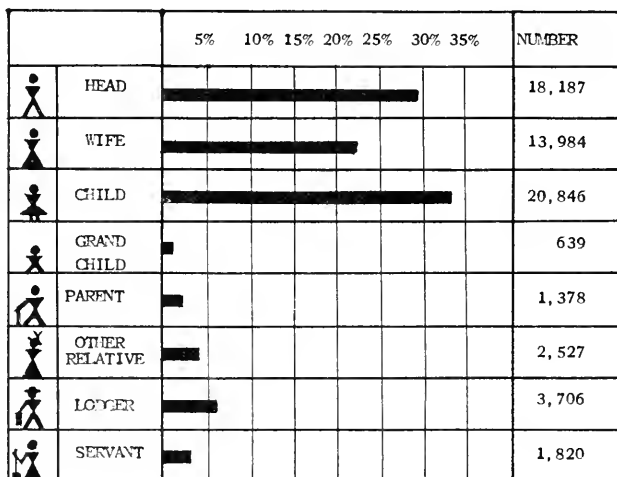
¹-The peak month in the relief load, September 1936, saw 702 families (1910 persons) on relief.



THIS IS EVANSTON
SCHOOL ATTENDANCE IN 1940



WHO MAKES UP EVANSTON HOUSEHOLDS



Chapter II

HOW EVANSTON EARNS ITS LIVING

Evanston plays a unique role in the economy of metropolitan Chicago. It is half suburb, half city in its own right. The typical suburbanite draws his living from the big city. There is little business and no industry to speak of in his suburb with which to make a living. True to this pattern many Evanstonians earn their bread and butter in Chicago. Evanston is becoming less and less just a commuters' town. It is a city in itself with its own expanding business and industry. It even has its own commuters who come to work in the town's stores and factories every day from the west and north and especially from Chicago itself. More and more Evanstonians are earning their living right at home.

HOW MANY EVANSTONIANS WORK?

Regardless of where that living is earned, how many Evanstonians work? According to the 1940 census eighty per cent of the men over fourteen and a third of the women are working. Of the 18,094 men who work, 15,289 are working for individuals or corporations from whom they draw wages or a salary. This, of course, includes many engaged in management. Most of the women (8,862) are also employed by some individual or organization. Some 2,749 men and 693 women are their own employers.

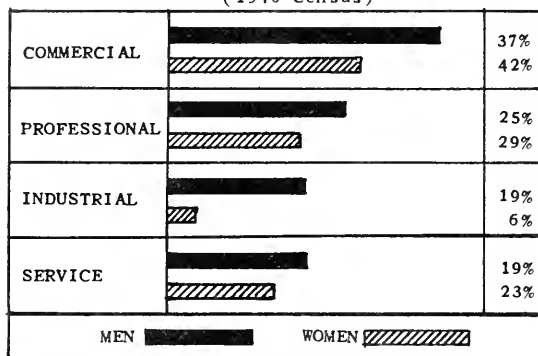
Of the 4,703 men not working, almost three thousand are still in school and almost as many women are continuing their education. The seventy per cent of the women not in the labor force, are, of course, homemakers.

WHAT KIND OF WORK DO EVANSTONIANS DO?

What services do these working Evanstonians render? Almost five thousand of them are practicing some profession, law, medicine, architecture, engineering. Included in this professional group are the many who teach at Northwestern and the other schools in the city. Over four thousand are proprietors of their own businesses or managers or officials of some business. The largest group (7,708) are engaged in selling or clerical work. Over three thousand are in domestic service, mostly women, and another twenty-five hundred are in other kinds of service work. Craftsmen, foremen and kindred workers number close to two thousand (1,808). Altogether the citizens of Evanston produce a net buying income of some \$125,986,000 and a per family income of \$6,395.¹

¹1-1948 figures secured from the Business Survey Department of the Chicago Tribune.

WHAT EVANSTONIANS DO TO EARN A LIVING
(1940 Census)



Finance, insurance and real estate produce a living for almost three thousand (2,726). Over a thousand are in some line of construction and over eight hundred are engaged in printing and publishing. Retail food selling occupies a similar number and almost seven hundred more earn their livelihood in some kind of eating place. Other forms of retail and wholesale trade keep over three thousand busy. Many men are engaged in some form of manufacturing, with iron and steel and machinery products predominating. Over eight hundred work for some branch of government, more than half of them for the city of Evanston.

EVANSTON'S BUSINESS LIFE




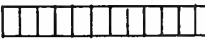

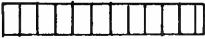

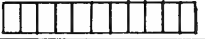

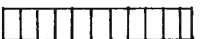


These figures include all Evanstonians, those working in and out of the city. What businesses render service within the city? Education is still one of the city's biggest businesses and producers of business. Northwestern University employees alone constitute a sizable bloc of Evanston workers. The total teaching staff of the Evanston and Chicago campuses is 1,842. In Evanston alone the university employs a staff of 444 office and 312 maintenance workers. Its students spend some \$15,000,000 here annually.

Professional services, retail trade establishments and services businesses of one kind or another form the bulk of Evanston's business life. Almost five thousand people (4,726) were employed in 1940 in the city's six hundred eighty-four stores. Another thousand (1,189) were employed in the four hundred five service establishments. In 1948 there were eighty-four retail clothing stores alone. One hundred forty-two businesses concerned themselves with food. Doctors were the most numerous group, with the insurance, mortgage and real estate business a close second.¹ Proof that Evanston is indeed a city of the motor age are the hundred odd

1-Total annual volume of real estate sales for the North Shore handled through Evanston offices is estimated at \$25,000,000.

businesses built up around the automobile. Groceries trail the automobile. Dentists and beauty shops place fifth and sixth, another index to the Evanston standard of living.

THE SIX MOST NUMEROUS BUSINESSES
LISTED IN THE EVANSTON TELEPHONE DIRECTORY

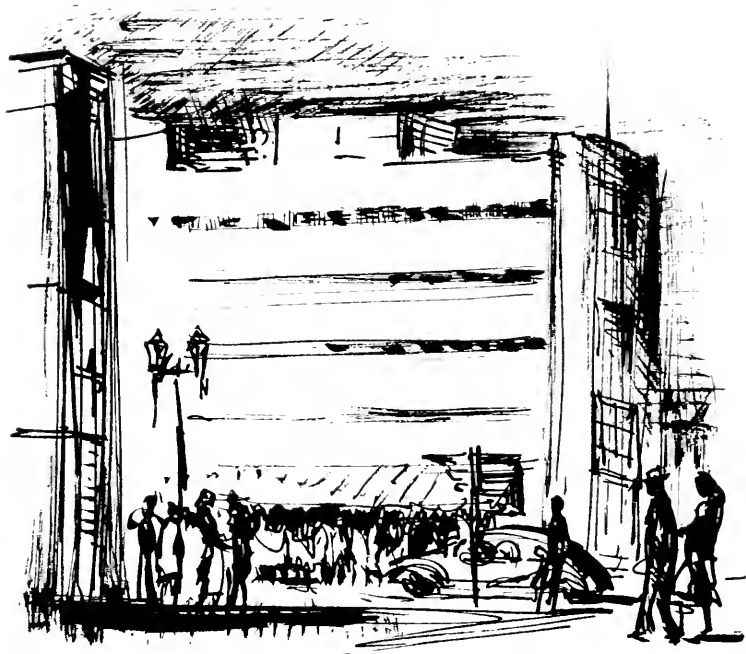
	Doctors		139
	Insurance Mortgages & Real Estate		117
	Automobile		114
	Groceries		110
	Dentists		107
	Beauty Shops		78

Where is this business carried on? Four and a half per cent of the city is zoned for commercial life. South Evanston has its business area centering around Main Street. North Evanston does its neighborhood shopping on Central Street. The main flow of Evanston's business life is around Fountain Square and Davis Street, as it was in the early days. Here is found the highest concentration of quality stores to be found in the Chicago metropolitan community outside the Loop. It is rated as the third best retail business district in the same area. There are 227 stores, 44 of which are chain outlets.¹ The aggregation of businesses around Fountain Square serves the 250,000 people who make up the Evanston retail trade area.

The total volume of retail sales in Evanston in 1940 was \$41,000,000. By 1949 it had just about tripled, reaching \$120,000,000. Most stores doubled their dollar volume during this period. Price increases accounted for a large part of the gain. Increased buying power and the opening of several large new retail stores helped to swell the volume. Fountain Square alone accounts for \$80,000,000.

1-RETAIL AND SERVICE ESTABLISHMENTS IN FOUNTAIN SQUARE AREA

Department and dry goods	5	Men and boys' apparel	12
Furniture and home furnishings	27	Variety	3
Hardware and appliances	16	Women and girls' apparel	45
Candy and tobacco	11	Children's apparel	2
Automotive	14	Millinery	11
Miscellaneous	43	Shoe Stores	14
Drug Stores	6	Food	18
Restaurants	18	Sanitary Services	17
Personal Services	17	Other Services	30
Hotels, theaters, recreation	8	Financial	21



WHERE WILL NEW BUSINESS EXPAND?

With this commercial expansion, the Fountain Square area is bursting its seams. Almost all the better locations are built upon. Where will new business go? To the east and north lie the University and one of the finest residential areas. Business therefore, is moving westward across the railroad tracks. How far west business shall penetrate and what kind of a buffer shall be built up to protect nearby residential property are questions which should be answered soon.

EVANSTON INDUSTRY EXPANDS









Industry is not new to Evanston though a good many Evanstonians are unaware of its existence. The zoning ordinance set aside 5.2% of the city's land for light industrial use, 2.6% for heavy industry, most of it in southwest Evanston. The Clayton Mark Company, Toy Tinkers and the National Biscuit Company have long been part of the Evanston scene.

Something new, however, has now been added. The war and the nation-wide trend toward industrial dispersion instead of concentration has sent industry into the country. New industrial dis-

districts are mushrooming. Evanston finds itself on the edge of one of these industrial mushrooms, the Skokie-McCormick area. Factories which developed here during the war years have switched to peace time products and seem destined to be permanent parts of the Evanston economy. Many sites have been purchased by firms who plan to build as soon as building costs are more stable.

In Evanston alone the number of companies employing more than twenty-five people increased from six in 1940 to twenty-two in 1948. In the general area there were thirty-six such companies where there had been only seven before. More than three thousand industrial wage earners, two and a half times the number working in Evanston factories eight years ago, now work here. About half of them live in Evanston. Over a thousand come each day from Chicago and the towns to the west and north. New plants will add another two thousand by 1950.

SEVEN LARGEST INDUSTRIES IN EVANSTON

	Number of Employees	
HIBBARD, SPENCER, BARTLETT	700	
CLAYTON MARK & COMPANY	600	
SENTINEL RADIO CORP.	500	
KORHUMEL HEFFRON & PREISS	250	
AMERICAN HOSPITAL SUPPLY	190	
JOHN HORNE CANDY CO.	180	
NATIONAL BISCUIT CO.	170	

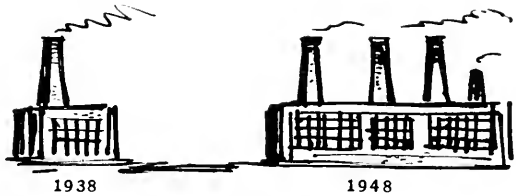
The oldest industry in Evanston is the Clayton Mark Company, manufacturers of farm water well supplies and electric tubing. The largest plant and also the largest structure in Evanston is the new plant and headquarters office of Hibbard, Spencer, Bartlett Company, national wholesale hardware firm, in southwest Evanston.

INDUSTRY BRINGS PROBLEMS

Industry helps earn Evanston's living. It pays much desired tax dollars into the local public treasuries. The individual's tax burden is made correspondingly lighter. Industry, however, also brings problems. Smoke, odors and noise corrupt the suburban scene. Unsightly buildings and material piles may clutter up the landscape. The added load of workers crowd the streets and busses. Haphazard encouragement of any industry, just to get another taxpayer, can be very costly. It can quickly destroy pleasant living

areas and change the entire character of a community.

Certain types of industry only must be encouraged, others frowned upon. Traffic arteries and public transportation facilities to carry the new workers and shoppers in and out of the city must be carefully planned. Such planning can attract desirable and clean light industry to give added strength to our local economy and help pay for our city services.



EMPLOYMENT AND UNEMPLOYMENT

No town, no matter what its character, is spared the ups and downs of the business cycle. With growing business and industry the effects of unemployment will be felt more heavily in Evanston in a future depression than heretofore. Unemployment is no problem in Evanston now. What exists is mostly seasonal. There are always a few people who do not want to work. Age and color restrictions put others into the unemployed class. Unemployment has increased slightly in the Evanston area. Only about fifty people are on the regular relief rolls, mostly unemployables.

EMPLOYMENT AGENCIES

Three private employment agencies operate in Evanston: Avenue Employment Service, Causland Employment Registry and Smith Employment Agency. One public agency, the Illinois State Employment Service, is set up to serve Evanston, Glencoe, Golf, Kenilworth, Morton Grove, Northbrook, Northfield, Skokie, Techny, Wilmette and Winnetka. Supported by the Federal Government, the State supplies the administrative funds. It is staffed by appointments from the State Civil Service Commission. Its services are six-fold: job placements; special service to veterans; employment counseling; the collection, analysis and distribution of current employment information; job analysis service for employers; and cooperation with community groups, such as schools, welfare agencies, and labor organizations, to dovetail employment. There is no maximum salary range on positions handled and no fee is charged for the service rendered. About five hundred persons a month register for jobs at the office. During 1948 the Service took applications for jobs from 1,429 persons and placed 1,396, predominantly in clerical and professional positions.¹ This figure does not represent

1-Semi-skilled positions were third, laboring jobs, fourth. About 45% of the applicants in January 1948 were male, 50% veterans. There has been a decline recently in veterans' applications. Each district office has a representative from the Veterans' Administration who does field visiting to solicit jobs for veterans.

the complete number of individuals who applied during the year since application forms are not prepared for applicants who can be referred to a job on the initial visit.

PLANNING FOR FUTURE UNEMPLOYMENT

No locally sponsored projects for solving Evanston's future unemployment problems appear to exist. Evanston's unemployment problems are area problems, bound up in the economic life of the nation and of the Chicago area in particular. Evanston alone cannot solve its own problems of unemployment in times of serious economic crisis. It must act with other communities.

During the depression of the thirties, local political feeling frowned upon Evanston participation in federal projects creating jobs. The new postoffice was built with PWA funds, a federally sponsored project, and through WPA some work was done on sidewalks, sewers and roads. C.W.A. made a few clerical placements. The feeling that it is futile to attempt to alleviate widespread unemployment by means of a public works program on a national scale still persists. The Mayor's Post-war Planning Committee did recommend certain public works for the city which could be a local contribution to the nation-wide effort to combat unemployment.

UNEMPLOYMENT COMPENSATION

Unemployment insurance of two kinds is administered by the Unemployment Compensation Office, an entirely separate unit in the social security picture. One is regular unemployment compensation and the other is the federal readjustment allowance for veterans. The G.I. Bill of Rights provides for this program of payments to veterans of World War II and the money comes from Veterans' Administration funds.

LABOR IN EVANSTON

At least eleven unions are established in the Evanston area. Labor troubles, though rare, are not unknown. Evanston's first major strike in almost twenty years occurred in April 1946, when the Clayton Mark Company plant, then the largest in the city, was closed by a walkout of the United Electrical, Radio and Machine Workers, a CIO union. Nearly five hundred and fifty workers were involved. Fourteen weeks later workers began returning to their jobs following an agreement between company officials and representatives of the union. As in every other aspect of business and commerce, Evanston is affected by the labor problems and difficulties of the entire metropolitan area.

Unions active in Evanston are:

Carpenters Union, Local 1307
International Chemical Workers
(MortonGrove)
United Electrical, Radio and
Machine Workers Union (CIO)
Amalgamated Street and Electric
Transit Workers of America
Local 241
Hod Carriers, Building and
Common Laborers Union, Local 110
A.F.L. Electrical Workers, Local 134
(Telephone Company repairmen,
installers, etc.)
Telephone Commercial Employees Union
(Telephone Company clerical and
business office people)
Communication Workers of America
Local 14 (Telephone Company
operators)
Flat Janitors' Union
Painters' Union, Local 54
Wieboldt's Employee Organization

EVANSTON'S ECONOMIC FUTURE

The future of Evanston's economy, and the living to be earned by its citizens will be determined for the most part outside Evanston. The major decisions are national and even international in scope. The individual Evanstonian must play his part politically in trying to make these decisions as wise as possible.

Furthermore, right at home, he can do much to lighten or make heavier his own economic burden in the decisions he helps to make on the future of Evanston as an industrial and trade center. Every local decision or lack of decision will mean for him smaller or bigger tax bills, financial devaluation or enhancement of his home and business, more or less pleasant living for him and his family.

Chapter III

CITY OF HOMES

Evanston is nationally known as a city of homes. If these homes are suited to the way of living of Evanston families, the city is sound. People will want to live here. If they are not suitable, if the homes are obsolete for today's living, if the houses cling to each other so closely that fresh air and sunlight and outdoor living room are at a premium, if immediate financial gain rather than pleasant living dictate housing conditions, blight will descend.

TYPES OF HOMES

What types of homes do its people live in? The 1940 census showed:

Single family dwelling	35%
Two, three or four flat	23%
Large apartment buildings	30%
Very large apartment buildings or hotels .	12%

The twelve hotels in the city are: The Claridge, Elmgate Manor Apartment, Evanshire, Evanston, Georgian, Greenwood Inn, Homestead Library Plaza, North Shore, Oak Crest, Orrington and Ridgeview.

Apartment house living has flourished in Evanston. As Chicago crowded the land and its industry darkened the air, the city's apartment house dwellers moved to the suburb closest to their work seeking more room, fresher air, green trees and good schools.

This proximity to Chicago coupled with Evanston's many other advantages, physical and cultural, made land values high. Apartments were built to get the greatest financial return from the land. People were attracted by the lower cost of living offered by the apartment house. They also liked the greater convenience, no lawns to mow, no sidewalks to shovel, no furnaces to tend. A family's housing comes neatly done up in one package with a set price tag, payable monthly.

APARTMENT BUILDINGS BRING PROBLEMS

A large concentration of apartment house living brings with it many problems which must be solved if the community is to remain a desirable place to live. City services, planned originally for single family homes, become overburdened. The fire and police departments have more people to protect. Heating and the burning of refuse create a smoke nuisance. Schools bulge with new pupils. Parked cars clog the streets. Sewer and water facilities are overloaded. As the single family lawns disappear and the apartment



houses crowd the land, there is need for more public green area, more parks and playgrounds.

Intangible problems crop up too, more difficult of solution. Neighborliness, prime requisite for full living, is hard to create. A psychological barrier often exists between apartment house neighbors. Because they are so close together they frequently have little wish to know each other. Civic pride is harder to generate in the apartment dweller. Often he is only a temporary resident, expecting

sooner or later to move. He has neither time nor inclination for civic investment in the town. Local election issues, Community Chest drives, neighborhood projects often do not penetrate his consciousness. However, there are certainly notable exceptions in some of our apartment house neighborhoods, where intelligent and informed leadership has developed keen interest and constructive community spirit.

THE TREND TODAY

Most of the apartments were built from 1920 to 1930 when Evanston was zoned to be a city of 400,000. During the next decade apartment house construction dwindled to nothing. The city changed its mind about becoming a metropolis. The zoning changes in 1940 greatly reduced the acreage zoned for multiple dwellings. The post-war years, however, are witnessing another upswing in this kind of building. In spite of this tendency toward expansion, apartment house construction is still well below that of the period 1920-30. Without a radical change in zoning it will remain so.



HOW OLD ARE OUR HOMES?

Since Evanston is an older community, it has more old homes than other towns in the metropolitan area. As long as they can be kept up they give a becoming air of stability and charm. Age, however, also brings disadvantages. Obsolescence attacks homes just as surely as it does a woman's wardrobe or the family car.



Different times mean different living standards. High income taxes, dearth of service and the competing modern conveniences of the newer homes with lower maintenance costs make many of the big old houses a drug on the market.

The greatest number of old homes, many of them fifteen and twenty room mansions, are in the first and second wards, in the heart of the city. They are surrounded by the expanding business district and the university in the first ward and to a certain extent by slowly encroaching blight in the second ward. Their future use is vitally important if the character and high living standards of Evanston are to survive.

The temptation, particularly during a housing shortage and era of high building costs, is to remodel these homes into small apartments or turn them into rooming houses. A glance at some of the once desirable residential neighborhoods of Chicago presents an all too-vivid picture of the results of this policy.





HOME OWNERS OR TENANTS?

More Evanston residents are tenants than home owners. According to the 1940 census 28% of the people lived in homes they owned, only a slightly higher percentage than Chicago. The large number of apartments and the cost of home ownership account in a measure for this high degree of tenancy. Home ownership in the Chicago metropolitan area has jumped 49% since 1939 and presumably Evanston homeownership

has increased also, a desirable trend for any community. The home owner has a bigger investment than the tenant in his town. Hence he is likely to exert more effort to preserve and improve the town.

RENTS ARE HIGH

Because Evanston is an attractive suburb with a wide variety of excellent city services, which have to be paid for, rents and real estate values are higher in general than in any other suburb except for its three immediate neighbors to the north. The rise in living costs makes census figures far out of date, but with rent control, 1940 rents plus 15%, give a more or less accurate picture.

In 1940, \$58.67 was the median monthly rent in Evanston. However, almost 7,000 families (37.6%) paid under \$50.00 per month. A fifth of these paid less than \$40.00 per month. Contrary to popular belief, over 75% of these were white families. Of the 1,000 families in the lowest income groups, paying under \$25.00 per month, only 27% were negroes. According to the customary rental pattern of other communities, negro families are paying more than white families for similar accommodations.

Rents have been under federal controls since 1942. A 15% increase was allowed in 1947 and federal rent control has now been extended until June 30, 1950. The 81st Congress is working on some modification of the law which would make any statement of figures at this time purely tentative. New apartment buildings are not under rent control. What the traffic will bear would seem to be the guide to rent charges. Many of the new apartments are being sold as cooperatives.

The price of homes, new or old, is also high. Average sales price of the "typical North Shore home" in 1947 was \$26,000, com-

pared with \$13,000 in 1943, a 100% increase in five years. The high market in real estate was in the middle of 1945 and during the last half of 1947. Since then the market has dipped. The older and largest homes have shown the sharpest decline.

BLIGHT IN EVANSTON

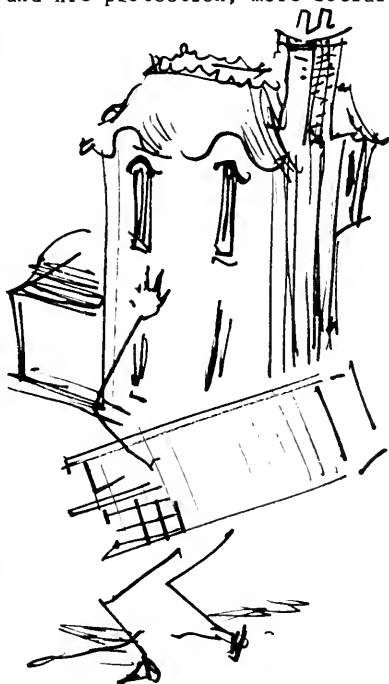
Blight, the existence of run-down neighborhoods, comes to every city. It grows as the city grows old, unless something is done to stop it. There are many causes: old age, original cheap construction, deterioration because of high maintenance costs, encroachment on residential neighborhoods by business and industry, division of neighborhoods by heavy traffic, and overcrowding of houses and land.

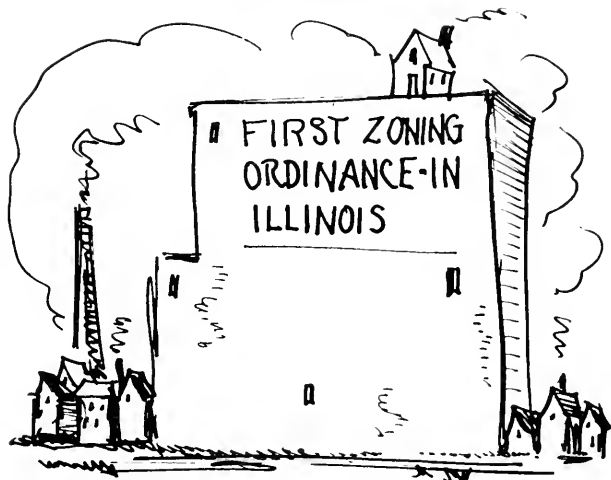
The most likely areas of future attack by blight are the neighborhoods of the big old homes along the lake and along Ridge Avenue. If these are converted into apartments or rooming houses, blighted areas and heavy destruction of property values are almost inevitable. Any blighted neighborhood has a lower assessed valuation and pays less taxes. It places a heavy burden on the city services, requiring more police and fire protection, more social welfare services. The better property in the city carries the burden of these deteriorated areas. Evanston is fortunate to have as little blight as it does. Continued good fortune will depend upon definite plans for conservation.

To maintain a well-balanced residential community is the goal of civic planning in Evanston. Zoning, traffic control and adequate open spaces for each neighborhood are the three vital parts of the planning program. Some redevelopment of blighted areas will be necessary. More homes must be built to meet the housing shortage.

ZONING

Zoning comes first. The Evanston Zoning ordinance was first passed in 1921, revised in 1927 and again in 1940. It is designed to prevent overcrowding of the land, to conserve property values





by preventing the encroachment of business and industry into residential areas, and of apartments into neighborhoods of single family dwellings. A five member Board of Appeals, appointed by the Mayor with the consent of the Council, hears petitions for variations from the zoning ordinance, and its decisions are passed on by the city council. The Council seldom reverses a recommendation of the zoning board.

The zoning enforcement officer is the city building commissioner. Members of the Zoning Board of Appeals serve without remuneration and the work requires a high degree of civic responsibility.

Any citizen, including the Building Commissioner or any other city official, may appeal to the Board. Meetings are held at the call of the chairman and at such other times as the Board may determine. All hearings are open to the public. The affirmative vote of four members is necessary to overrule the Building Commissioner or to decide in favor of an applicant for a variation. Notices of Zoning Board of Appeal hearings are published in the Evanston Review at least fifteen days before the hearing. The notice contains the address and location of the property under consideration and a brief description of the nature of the appeal. Any citizen, desiring to speak at such a hearing should give three days notice. A fee of \$25.00 is required for an appeal to cover costs. Penalty for violation of the ordinance is a fine of not less than \$25.00 nor more than \$200.00 for each offense. Each day a violation is permitted constitutes a separate offense. The Zoning Board of Appeals does not have the final word. Its decisions are passed on to the city council for approval or disapproval.

The zoning ordinance is the first line of defense in the battle against neighborhood decay. Patton Manor, on Ridge Avenue, and the sub-division of the Daniel Burnham estate, in southeast Evanston, have shown what can be done. Commercial developments must not be

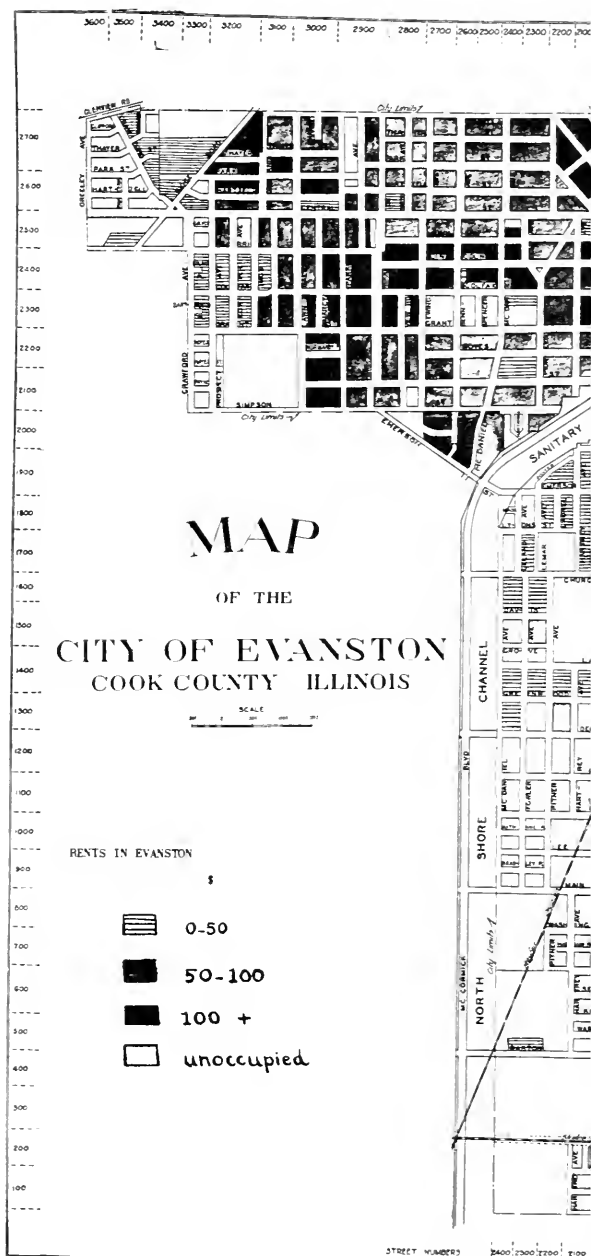
allowed to infringe on residential neighborhoods.

Constant consideration should be given to revision, to meet new needs and methods of conservation. For instance, to prevent overcrowding of the land with its resulting lack of play space and parking area, the zoning law in the future might well require builders of apartment houses to provide a play area just as they are now required to provide so many square feet per person within the buildings. The builder of an apartment or row house is now required to provide garage space or parking area for one car for each two apartments in the building. Any persons erecting a theater must provide parking space for one car for each ten theater seats. Stores might also be required to provide parking areas for shoppers.

THE BUILDING CODE

An up-to-date building code is a useful tool in preventing undesirable construction and in encouraging the construction of modern well-built homes. Evanston's building code is not up-to-date. First drafted in 1915 and completely revised in 1927, it has been amended by the city council innumerable times. Like all static regulatory ordinances, the code has not kept up with improvements in the construction industry, in methods or materials. A new code is needed. It should be drafted by a qualified expert in the building industry with submission of the final draft to the council for its approval. Our present code is a specification code. What Evanston needs is a modern performance code. For instance, instead of requiring an eight inch brick wall, the city would require a wall that would provide one hour of fire resistance. Such a code would resolve many arguments and make for simpler enforcement. The code should also allow for the automatic approval of new materials as they are approved by authorized rating bureaus, rather than requiring an amending ordinance every time before a new material can be used. The present building code does not permit prefabricated houses. During the past year permits have been granted to several companies to erect a few such homes in southwest and northwest Evanston, which meet good performance standards.







REHABILITATION THROUGH A LAND CLEARANCE COMMISSION



High building costs which are forcing many people to buy older homes instead of building new houses, are an unexpected blessing to many aging neighborhoods. Uncared for homes are being renovated and restored. Just as a few rundown homes can ruin a whole block, those same homes given a little care, can restore a neighborhood. Even the housing cloud has a silver lining.

These measures alone are not enough. Blighted neighborhoods must be cut out of the city before they spread. Something constructive must fill the vacuum. To accomplish this surgery the city council in 1945 created the Land Clearance Commission, a five member board appointed by the mayor with the consent of the council. The purpose of the Commission, established under a state law, is to study various properties with sub-standard housing, to buy that property at as reasonable a price as possible and then raze the housing. Within five years the Commission must then sell or lease the cleared vacant property to 1) the county, city or other public jurisdiction for some public purpose; 2) housing corporations (private); 3) a neighborhood redevelopment corporation (also private) or insurance company; 4) a city housing authority or 5) any individual or corporation with a plan for the adequate redevelopment of the property who is able to give a bond to show his good faith. The Commission has all the powers of a housing authority, including the right of eminent domain, except the power to erect new housing. This includes the power to issue bonds. Their only security, however, would be the speculative value of the land acquired by the Commission.

Evanston's share of the state appropriation for land clearance is \$82,800. Another grant of \$50,000 will be available soon, and a third of \$25,000, if Evanston sees fit to match it. It is difficult to know where to begin. There are plenty of dwellings to condemn, but even the most dilapidated house spells shelter to some family, sometimes several families. The most elementary humanitarian instincts make it difficult to condemn the worst tenement when there is no place for its occupants to seek shelter. Some cities have solved this dilemma with temporary housing for the dispossessed. Evanston, as yet, has found no solution.

In the fall of 1948 the Land Clearance Commission moved toward its first condemnations: both sides of Hovland Court between Church and Emerson streets; the east side of Wesley avenue, between Emerson and Foster streets; a portion of the east side of Elmwood avenue between Lake and Grove streets; also both sides of Grey avenue between Church and Emerson streets. Demolition will be only half the story. Some of the area can be used for parking lots and play space. Most of the land, however, must be used for homes. The

stumbling block to rehousing is the problem of financing. The present high costs of construction make it doubly difficult if we are to rehouse the people now in the blighted areas, for this means low-rent housing.

There are three possible ways to finance new homes; through the neighborhood redevelopment corporation, insurance company building projects or a public housing authority, using public moneys. Privately financed housing corporations may be set up to construct, alter, maintain and operate lands and buildings under supervision of the State Housing Board, to provide low income housing for reconstruction of slum areas. These are limited dividend corporations (6½%) with the right of eminent domain. Under state law the governing body of any city over 25,000 may organize a housing authority with power to borrow money, purchase land and build and operate houses after obtaining the approval of the State Housing Board. The State Housing Board may, on its own initiative, or on the petition of not less than one per cent of the qualified voters of a city, create such an authority. The five man board serves without remuneration.

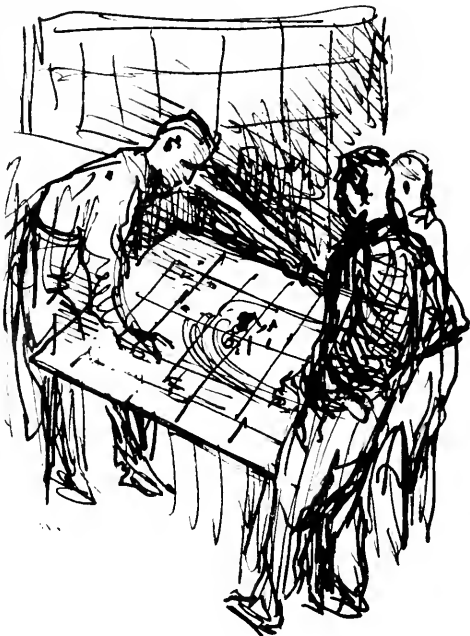
So far none of these has been undertaken. The city council has considered the possibility of a housing authority, but the idea has never emerged from committee. The Cook County Housing Authority, since the appointment of the Land Clearance Commission, has no authority within Evanston. Whatever plan is finally adopted, slum clearance and strict enforcement of zoning to prevent future overcrowding of the land must go hand in hand with rebuilding.



NEIGHBORHOOD PLANNING TO PRESERVE STANDARDS

Good housing involves so much more than a single good house or even a group of well-constructed, well-kept homes. Essential to pleasant living are nearness to well-planned shopping centers with adequate parking space, a school and community center within easy reach of everyone, the elimination of traffic hazards, surrounding areas of green land to give breathing space with parks and playgrounds for neighborhood recreation, and buffer areas to divide neighborhoods to give each a feeling of unity. A large part of the activity of the Plan Commission is now devoted to the development of neighborhood patterns for all of Evanston, the building of compact little communities of

some 1,500 families within the larger city. Conditions within each neighborhood are being analyzed. The neighborhoods' strong and weak points are being discovered with the help of the Parent-Teacher Associations. It is hoped eventually to set up neighborhood planning bodies which can work vigorously within the framework of citywide planning to solve the two other major needs in neighborhood conservation, traffic control and an adequate park and recreation program.



MORE HOMES



Like the rest of the nation, Evanston's most pressing need is more homes. New apartments are once more being constructed and over six hundred single family homes have been built since 1940. Even with war-time restrictions on ing, almost as many homes were added during the war years as in the post-war period.

Most future expansion will have to take place in southwest Evanston on vacant property close to the rapidly growing industrial area. There are also considerable areas in other parts of the city zoned for apartments, now occupied by old houses, where a more intensive development could take place. This would bring Evanston's population up over the 100,000 mark.

TEMPORARY HOMES

The pressing housing needs of the returning veterans caused the city to enter temporarily into the housing business. Thirty-seven buildings allotted to Evanston by the Federal Public Housing Authority, were placed on the banks of the Sanitary District Canal, and provide 111 four room family units, a tenth of which (12 units) were reserved for negro families. The homes are managed by the veterans' housing supervisor, a position created by the city council in 1946 to cope with the housing shortage. He also acts as a clearing house for veterans in search of homes. Temporary locations were found for some 500 families through a canvass by the city council.

Northwestern University also has set up 146 temporary housing units, Quonset huts and prefabricated houses for GI students and faculty members on university property. These units house 108 married couples and their children and 656 single students. Erected in 1946, these houses are to be razed in five years.

These temporary homes are at best a stop gap. The younger married people and the moderate income group inevitably have a difficult time finding a place to live in Evanston. The problem of home building for these groups is of course a national not just a local one. Its causes are deeply rooted in an antiquated building code, in high land and utility costs, and in the higher standards now demanded by the small homebuilder.



The lower income groups have still less to choose from. The suggestion that new building for the upper income groups will eventually free older dwellings for the lower income groups is not a healthy solution, for they cannot afford to maintain them adequately.

There seem to be at least two other solutions. One is the drastic and ruthless elimination of the poor housing now occupied by the lower income groups. This would mean that Evanston fails to make any provision for housing many of its citizens who are impor-

tant to the city's economy. The other is an aggressive building program designed for lower income groups, aided by either public subsidy or private investment. Both programs are expensive. Failure to act will be more expensive still.

Evanston has certain natural and man-made advantages. Lake Michigan with its ever-changing beauty gives a feeling of limitless space. Short of a natural miracle, the town will never be hemmed in. The lake also tempers the climate and offers space for recreation. Northwestern University and the many other schools insure the continuation of a strong intellectual life. Tree-lined streets provide shelter from the heat and frames of beauty for the city's homes. Thriving business and industry help pay for the city's services and reduce the home-owners' tax bill. It is a good place to live. With foresight and careful planning it can remain so.



Chapter IV

THE MACHINERY OF LOCAL GOVERNMENT

Evanston is a creature, speaking politically, of the state of Illinois. The city derives its powers from the state statutes and in particular, the Revised Cities and Villages Act. The Illinois Constitution is almost silent upon the subject of city government. Article 22, devoted to the prohibition of special legislation, forbids the General Assembly enacting any special legislation incorporating cities, towns or villages, or changing or amending the charter of any town, city or village. Otherwise it says nothing at all about the scopes, powers and form of municipal government. An exception is made in Article 34 to special legislation for Chicago.

It is a general principle of American constitutional law, that in the absence of limitations expressly stated in a state constitution, the state legislature possesses complete control over municipal and village corporations. Since the Illinois constitution is so silent on this subject of municipal government, the General Assembly has plenary power over the form of government and the powers of cities and villages in the state. Evanston has only those powers which the legislature has seen fit to grant it, and these powers may be increased or diminished with each session of the General Assembly.

EVANSTON'S POWERS ARE LIMITED

Under the Revised Cities and Villages Act of 1941, as amended, certain powers are assigned to cities like Evanston. These range from the obvious powers of police and fire protection to zoning and the maintenance of water works and street railways. To be sure, few functions of government are specifically prohibited to cities and villages in the Act, but courts have held municipalities to have only those powers which are specifically granted. Often city officials desiring to pass certain legislation, find that the city is powerless to act. Sometimes too, the statutes have given certain powers to the cities which the courts have later held to be unconstitutional. State statutes, for example, give Evanston the right to require property owners to repair and keep their sidewalks clear of ice and snow, but the courts have held this grant of power by the legislature to be unconstitutional. Evanston is therefore powerless to enforce such an ordinance.

In the field of zoning, the power of cities to establish and enforce strict compliance with zoning regulations is very much limited. The courts have repeatedly limited enforcement of zoning regulations to those cases which are actually dangerous to public health and safety. Nor may Evanston direct what streets are to be used by busses or regulate local transportation. The Illinois Com-

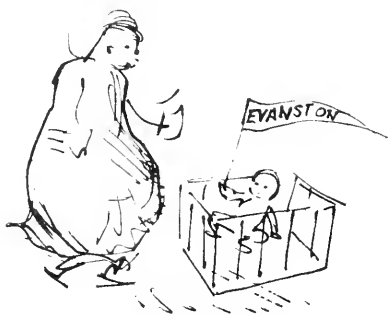
merce Commission, not Evanston, has complete control over transportation and other public utilities.

FINANCIAL LIMITATIONS

The most obvious limitations on Evanston are financial. Sources of tax funds are rigidly prescribed. Most local funds must come from real estate. Rigid limits are set on the amount of money that may be appropriated and levied for the various city services. There is a maximum debt limit, 5% of the city's assessed valuation. A limit is also set on the rates which may be levied for a specific service, for the corporate fund, the library, recreation, refuse disposal. How the city's budget is to be prepared and the form of financial reports are all carefully specified. The state, however, exercises no supervisory control beyond specifying what should be done, except in the expenditure of motor fuel tax funds.

TIMES AND CITIES CHANGE

Evanston's plight is not unique. Historically cities in the United States, except along the Atlantic seaboard, owe their existence to legislative enactments. They were subject to the will of the state legislature even in regard to the most minute details of city administration. State legislatures throughout the country have been distrustful of city and village governments and have insisted upon laying severe controls upon them.



In 1870, when our state constitution was written, Illinois was an agricultural state. Its cities were small or non-existent. Since then they have grown not merely in size, but also in services. Urban life has become complex. So have the problems of urban government. The state legislature does not and cannot devote the careful consideration necessary to the solution of the many complicated municipal

problems. City policies are too frequently viewed in the light of state-wide policies. Political bargaining in the legislature frequently delays much needed action as representatives play one city's needs against another's.

LACK OF "HOME RULE" SPELLS POLITICAL BUCKPASSING

The lack of "home rule" also results in political buckpassing by city officials. They can easily shift the blame for policy or

lack of policy on to statutory limitations, real or imaginary. The average citizen has neither the time nor the information to discover whether the alleged obstacles to action really exist. Municipal officers, moreover, knowing the hurdles to be overcome before getting action at Springfield, naturally hesitate to spend the time and effort involved in changing state statutes or obtaining a new grant of power.

EVANSTONIANS INADEQUATELY REPRESENTED

This constant necessity of turning to the state legislature to get action in local affairs is made more serious by the fact that citizens of urban Cook County, including Evanston, are not adequately represented in the state legislature. There has been no reapportionment of legislative districts since 1901. Moreover, when legislation is finally obtained, its constitutionality must be passed upon by a state supreme court on which Cook and the neighboring counties have only one of the seven justices, although Cook County alone has 52% of the population.

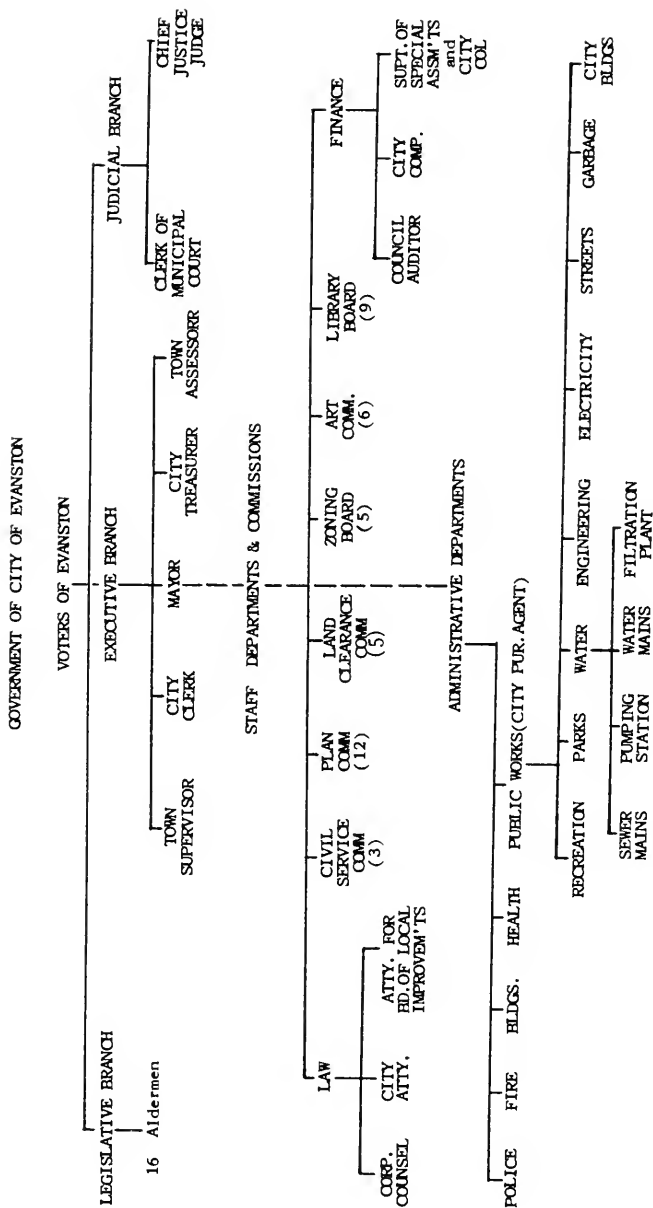
EVANSTON'S FORM OF GOVERNMENT

State statutes determine the form of Evanston's government. Before 1870 a community in Illinois desiring to become incorporated as a city, village or incorporated town was able to apply to the legislature for a special charter determining its form of government and powers. The Constitution of 1870 prohibits special charters. Thereafter the incorporation of all cities and villages was obtained by compliance with a general act of the state legislature, the latest revision of which is the Revised Cities and Villages Act of 1941, which has been amended in part at each subsequent session of the legislature.

Under this act there are five types of city and village government in Illinois. They are:

- 1) a few cities which are still governed by special charters;
- 2) a general form of city government applicable to the majority of cities;
- 3) a modification of the general form, applicable to Chicago;
- 4) an optional commission form of municipal government;
- 5) a managerial form of municipal government for villages with less than 5,000 inhabitants.

The municipal government of Evanston comes under the second category. Since 1892, Evanston has been an incorporated city with a mayor-council form of government. This is the oldest and still the most predominant form of city government in the United States.



(Council is Ex-Officio Town Board)

EVANSTON'S ADMINISTRATION OF CITY SERVICES

Evanston is now a big business. As the city has grown, so has the average Evanstonian's conception of what his city government should do for him. Accident prevention, refuse disposal, public health protection, recreation facilities, are comparatively new municipal functions. Added services require many more employees to perform them. Labor costs are a major part of each citizen's tax bill. More and more, administration has become the most important part of our city government.

THE MAYOR IS THE EXECUTIVE

Top administrative officer in Evanston is the mayor, who is elected for a four year term to carry out the policies determined by the city council. His salary is fixed by the council and may not be changed during the incumbent's term in office. The salary was raised from \$8,400 to \$10,000 in the 1949 budget. The mayor has a wide appointive power. All department heads and members of the various city commissions are appointed by him with the consent of the council. The mayor may also remove his department heads, but he must report his reasons to the city council in not less than five nor more than ten days after removal. If a mayor does not so report, or if 40% of the council votes to reinstate the ousted official, he is reinstated. The mayor drafts the budget to be presented to the council and with the council is responsible for the long range financial planning for the city.

The mayor and his department heads are more than administrators. They initiate policy. Department heads recommend legislation and even suggest ordinances for submission to the aldermen. The mayor presides over meetings of the city council and may vote only in case of a tie. He attends committee meetings of the council. He has the power to veto legislation. It requires a two-thirds vote of the council to pass an ordinance over his veto. Recent years in Evanston have witnessed infrequent use of the veto. This bespeaks harmony and agreement as to legislative policies. Rarely does the council refuse to approve an executive appointment. It is also the mayor's duty to see that the laws are enforced. He may release any person imprisoned for violation of a city ordinance, but he must report his reasons to the council.

THE ADMINISTRATIVE STRUCTURE

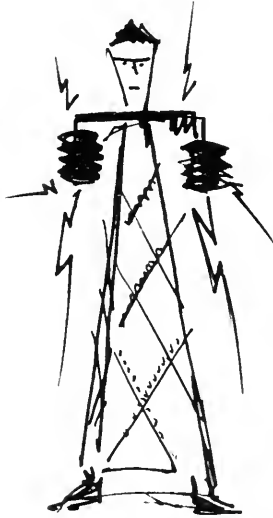
Although Evanston does labor under many restrictions, the city has considerable discretion in the creation of administrative departments. The council may, with a two-thirds vote, provide for election or appointment by the mayor of certain officers, or may create such other offices as the council may think proper. Fortunately for Evanston such positions as have been created are all appointive, owing their final responsibility to the mayor.

Basically, Evanston's administrative framework is sound. Single department heads rather than boards or commissions run the various departments. Where boards do exist, and there are many, they are purely advisory and do not interfere in administrative detail. The Civil Service Commission is the principal exception as provided by law.

There are four semi-administrative officials, who are elected and therefore not truly subordinate to the mayor. They are the city treasurer, city clerk, township supervisor and the assessor. The city clerk is the city's super-secretary. Elected every four years at the same time as the mayor, he serves as secretary at meetings of the city council, and as keeper of the city seal and city records. He also acts as a deputy for the county clerk and is the local official in charge of registrations and elections. The city clerk receives \$5,000 a year. He must have not less than 5% nor more than 8% of the voters sign his petition to be nominated. Vacancies in the office of the clerk or treasurer may be filled by the mayor with the consent of the council.

Also chosen at this city election are two township officers, the township supervisor and the township assessor. They serve a four year term. The supervisor's sole function is the supervision of public relief. The assessor acts as deputy for the county assessor in the assessment of Evanston property for tax purposes.

THE LAW DEPARTMENT



There are seven major administrative departments. Very important to the city, both in administration and legislation is the legal department, headed by the corporation counsel. Appointed by the mayor with the approval of the council, he receives a salary of \$7,340 a year. Out of this sum he must hire a clerk and pay for his supplies. Usually the counsel serves the city only in a part time capacity and is permitted to conduct his own private law practice. One of the most powerful of city officials, he has full charge of all the city's law business. He drafts all ordinances for the city council and furnishes opinions as to the legality of all proposed ordinances or actions by the city. Evanston is so restricted by state statute as to what it may or may not do, that the interpretations of the law by the corporation counsel play a very important role in city government.

Assisting the corporation counsel is the city attorney and the attorney for the Board of Local Improvements, who also serve the

city on a part time basis. The city attorney receives \$3,840 a year. The attorney for the Board of Local Improvements receives no fixed salary but is given a fee out of any special assessments which may be approved and spread under his supervision. The city attorney handles all prosecutions for ordinance violations and such matters as suits for collection of license fees. The attorney for the Board of Local Improvements is legal advisor to that Board which institutes and levies special assessments, such as street lighting and alleys. These are improvements of a permanent character which are paid by the property owners most benefited and over a period of years. The Board has had little to do in recent years.

THE FINANCE DEPARTMENT

Illustrative of the loose framework in the administrative structure of the city is the operation of the city's financial activities. There is no real finance department with a director. The mayor, to be sure, is financially responsible, but he has many other responsibilities. Most important finance officer is the city treasurer, who also serves as township collector. He collects the taxes, pays the city's bills, keeps the city's financial records. Elected every four years at the same time as the mayor, he receives \$2,500 a year as treasurer and \$4,000 as township collector.

Appointed by the mayor and directly responsible to him is the city collector and superintendent of special assessments. A full time appointee, he collects water bills and all city licenses, such as business licenses, city vehicle licenses, dog licenses, beach tokens, etc. He receives \$5,240 a year. Required by statute is the city comptroller, also an appointive office. He does little except sign checks. He receives \$360.00 a year. Auditing is done by an outside firm, responsible to the mayor, which has a full time representative in the municipal building. The mayor prepares the annual budget with the aid of his department heads and the Finance Committee of the city council. The city council has final control over finance through its control of appropriations, approves all payments and authorizes every payment from city funds.

THE SERVICE DEPARTMENTS

Five department heads appointed by the mayor, with the council's consent, administer the major city departments of police, fire, building, health and public works. They devote their entire time to municipal service. Like the mayor, they are responsible for essential services to thousands of people and the protection and enhancement of millions of dollars of property. All other city services fall under the Commissioner of Public Works; engineering, water, recreation, sewers, parks, streets, garbage, electricity and city buildings. The Commissioner of Public Works is also the city purchasing agent. The Police Commissioner and Fire Marshall each receive \$6,240 a year; the Building Commissioner \$6,240; the

Commissioner of Health, \$6,840; and the Commissioner of Public Works, \$8,240.

MANY COMMISSIONS

There are ten commissions helping to plan and administer city services. Their members are all appointed by the mayor with the consent of the council. Two of them, the Fireman's Annuity and Benefit Board, and the Police Pension Fund Board administer their respective funds. The Library Board of nine members who serve for staggered three-year terms, runs the city library, through its administrator, the librarian. Though responsible to the mayor, it is a more or less autonomous body and operates quite independently of other city services. The three-man Civil Service Commission administers the city's merit system, with the exception of the library employees. The Board of Local Improvements has charge of city projects involving special assessments such as alley improvements. It is made up of the Commissioner of Public Works, the City Engineer, the City Collector and the heads of the Sewer and Street Departments. Each receives \$10.00 a year. The secretary receives \$50.00.

In addition there are the three-man Board of Health, the Zoning Board of Appeals with five members, the Plan Commission and Art Commission, all of which are provided for and their powers specified by state statute. The Art Commission consists of the mayor and six members, three of whom must be in the profession of painting, sculpture, architecture or landscape gardening. It is supposed to pass on all works of art to be placed in or upon any city building, public parks, or school and on the designs for civic buildings. Youngest addition to the list of commissions is the Land Clearance Commission, created under state authority to clear blighted neighborhoods.

With the exception of the Civil Service Commission, the members of all these boards serve without compensation. The Civil Service Commissioners receive only token salaries, \$300.00 a year. (A full discussion of Civil Service appears in Chapter V.) Evanston is fortunate to have such a large group of public spirited citizens willing to give of their time and talents to the city.

THE PLAN COMMISSION

Planning is becoming every day a more established function in American cities, as it is recognized that without thoughtful planning any city is bound to deteriorate. Heavy traffic destroys residential neighborhoods. Lack of green area and open spaces drives people into communities with more feeling of space. Parking congestion prevents the proper growth of a business district. With these dangers in mind, Evanston has re-established a plan commission of twelve members to study and make recommendations to the mayor and council on courses of action which will strengthen Evanston's position as a city of homes.

The Commission's staff consists of a Director, an assistant Director and part time secretarial and drafting help. There are four ex-officio members, the mayor, the chairman of the zoning board of appeals, the commissioner of public works and the building commissioner, who at the present time also serves as Executive Director of the Plan Commission. The chairman of the Land Clearance Commission is a regular member of the Plan Commission.

Specifically, the Plan Commission considers plans for traffic, recreation, methods for strengthening the business life of the city, possible solutions for the parking problem, the conservation of residential areas, and the control and encouragement of desirable industry. It considers specific projects, both private and public, and evaluates them in relation to the total plan for the city of Evanston. Since it is purely advisory, it can accomplish only as much as public opinion will allow it to accomplish.

OUR LOCAL LEGISLATURE, THE CITY COUNCIL

The City Council is the legislative body for the city of Evanston. Within the limits set for it by the state legislature, it passes the ordinances under which the city functions. Powers conferred on the city council by state statute must be exercised by the city council itself if discretion is involved and authority to act may not be delegated by the council to another agency or an officer. It has power to levy and collect taxes for corporate functions and to borrow money, again within limits set by the state. Through its control of appropriations, it exercises final control over the administrative departments. It must also approve all appointments made by the mayor. The American governmental principle of checks and balances is operating even in Evanston's government.

POWERS DELEGATED TO EVANSTON BY THE STATE

1. ELECTIONS Conduct of municipal elections.
2. ADMINISTRATION Supervision over employees and control of municipal property.
3. FINANCES Appropriate money for municipal purposes; levy and collect taxes; borrow money and refund the municipal debt (all under strict limits).
4. POLICE AND FIRE PROTECTION Protection of persons and property; detection of crime; definition and abatement of nuisances; recovery of property; maintenance of police and fire department; prevention of vagrancy; maintenance of city jail.
5. TRANSPORTATION Maintenance and regulation of streets and alleys; bridges, wharves, harbors and canals; lighting and clearing of streets and alleys; and maintenance of airports.

6. PUBLIC HEALTH Promotion of public health and suppression of disease; provision for a board of health; inspection of food; sewage disposal and maintenance of a municipal hospital.
7. PUBLIC WELFARE Maintenance of public parks, bathing beaches and recreational centers; zoning and location of trades and industries; and city planning.
8. REGULATION OF BUSINESS License of peddlers, pawnbrokers, theaters and restaurants; regulation of markets and inspection of weights and measures.
9. PUBLIC UTILITIES Purchase, construction and maintenance of water works and street railways.

The Council consists of sixteen aldermen, two from each of the eight wards. State statute provides that there shall be fourteen aldermen for the first 30,000 people and two additional legislators for each additional 20,000 population. The 1950 federal census will undoubtedly register over 70,000 population. The city will then be entitled to two new aldermen. Present plans are to divide the largest ward, the sixth, in northwest Evanston, into two parts.

HOW ALDERMEN ARE ELECTED

Aldermen are elected for four year terms by the voters in their wards, one every two years. They are nominated by petition, which must carry not less than five per cent nor more than eight per cent of the total number of votes cast in that ward in the last preceding general election. If a vacancy occurs, it may be filled by a special election. Such an election is not mandatory. A candidate for alderman must be a resident of the ward. He must also not be in arrears in payment of any tax or other indebtedness due to the city. He is not eligible to serve if he has been convicted in Illinois state courts of malfeasance in office, bribery or other corrupt crimes.

Some cities elect aldermen at large. There are many advantages, however, to Evanston's method of election by wards. It makes the council more truly representative. It also keeps the council members in closer touch with their constituents.

The chief weakness of the plan is that council members sometimes put the interest of their wards above the welfare of the entire city. Consciously or unconsciously, councilmen engage in political trading in the interests of their wards. This fault should be laid first at the door of Evanston citizens who do not understand that anything that happens anywhere in Evanston rebounds to their immediate advantage or disadvantage. Another disadvantage of election by wards is that it gives an opportunity for gerrymandering, manipulating ward boundaries to concentrate opposition in a few districts.

Methods of selecting candidates vary. Sometimes the local party chiefs choose a candidate. An interested citizen may decide for himself that he wishes to be alderman. In several wards independent and informally organized groups of citizens interested in the city's welfare, propose candidates.

All city officials, including aldermen, are elected at nonpartisan elections, though inter-party feuds and fights to gain party control frequently cause political contests. Unless there is a contest, few voters turn out. Most of the aldermen have been in the council several terms. Several of them hold party offices as ward or township committeemen. A few hold political jobs in addition to their seats in the council. About a quarter of them work in Evanston.

Council members receive fifteen dollars (\$780 per annum) for each council meeting they attend. This is the maximum salary permitted by state statute for cities the size of Evanston. The statute prohibits an official from increasing his own pay during the term for which he was elected. There are certain costs connected with an alderman's duties which would have to be defrayed out of personal funds were no stipend granted.

COUNCIL MEETINGS

The Council meets every Monday night at eight o'clock. Mimeographed copies of Council minutes are sent each week by the city clerk to officials and interested citizens. Unless there is immediate business which must be handled in committees, the committee meetings are held after the Council meeting.



Council meetings are open to the public, who may come as audience, but not as participants. Most of the Council work is done in the committee meetings. The Council meeting itself is a routine affair. The mayor presides and the city clerk reads the roll. Few speeches are made and Council differences are not often aired on the floor nor do they often appear in the roll calls. Attendance at council meetings is excellent. Aldermen rarely miss a meeting. The agenda is determined by the business at hand, according to Council rules.

COUNCIL COMMITTEES





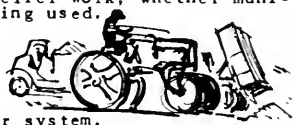

The Council is divided into sixteen standing committees. The mayor is ex-officio member of all committees. A Committee on Committees, consisting of five aldermen selected by the Council at its first regular meeting following the inauguration of the new Council, chooses at least three aldermen for each standing committee and its chairman. Each alderman is chairman of one committee and a member of several. No alderman may be chairman of more than one committee except to fill a vacancy caused by resignation or death. One alderman from each ward serves on the Committee on Streets and the Committee on Zoning.

Committee meetings are open to all members of the Council whether or not they are members of the particular committee. Each committee or in case of a joint reference, the joint committees so named, has jurisdiction over all matters which may be specifically referred to it by Council action. Matters not specifically assigned or referred by action of the Council are considered by the committee which has regular jurisdiction in that field. Special committees of the aldermen may be appointed at any time by the mayor to consider a particular problem. The Parking Committee is such a special committee.

The standing committees meet whenever they have business to discuss, usually after the regular Monday night council meeting. Each chairman calls the meeting of his committee. The agenda is determined by matters brought to the committee by the Council or the mayor. Any citizen or group of citizens may bring a matter before the Council or one of its committees by addressing a letter to the city clerk or directly to the Council itself, asking for a hearing, or a citizen may ask one of his aldermen for the privilege of attending a hearing. Committee members may exclude the public when they feel that such exclusion is in the best interests of the city. There is no regular channel of publicity through which the public may learn ahead of time what is to be discussed in Council committee meetings.

From time to time the Council calls in outside experts to assist in working out solutions to city problems. It called in a city planner to help draft the zoning ordinance. Most recently the Council obtained the help of traffic experts in working out possible solutions for the traffic and parking problems.

STANDING COMMITTEES OF THE EVANSTON CITY COUNCIL

- BUILDING** Questions relating to building and building construction; enforcement of the building code.
- FINANCE**  Jurisdiction over the approval of payrolls and other city expenditures; supervision of municipal finances, including issuance of tax warrants and bonds; budgetary control (with the cooperation of the auditor); assist in the preparation of the budget.
- FIRE*** Regulation and operation of the fire department. 
- HEALTH*** Regulation of public health.
- JUDICIARY** Consideration of the legal form of all proposed ordinances; of claims brought against the city for alleged property damage or personal injury, as well as other litigation or legal transactions in which the city is involved; special permits and such other matters as the mayor and corporation counsel may refer to it.
- LIGHTING*** Operation of the street lighting system.
- LOCAL IMPROVEMENTS** Consideration of improvements within the city to be financed by special assessments, such as alleys, etc. 
- PARKS*** Maintenance, operation and supervision of public parks, playgrounds and beaches.
- POLICE*** Regulation of the police department. 
- PUBLIC BUILDINGS** Construction, maintenance, alteration and repair of buildings owned by the city of Evanston (whenever the building is used by a particular department, the chairman of that committee having jurisdiction over that department is consulted).
- PUBLIC UTILITIES** Matters relating to the public utilities furnished to Evanston, including franchises, rates and services furnished by the utilities.
- PURCHASING** Supervision of purchase of services, materials and supplies used by city, sale of city equipment and submission of recommendations therefor. (Chairman of committee in charge of that department is consulted.)
- RELIEF** Matters relating to charity, relief work, whether municipal or township funds are being used.
- STREETS** Operation and maintenance of public streets and alleys. 
- WATER** Operation of the Evanston water system.
- ZONING**  Enforcement of the zoning ordinance and alleged violations of the zoning ordinance.

* These committees make recommendations for the purchase of material and equipment to be used by the various departments, usually on reference from the department head.

If the Council or mayor has referred a matter to one of the standing committees, the committee must report to the Council not later than the second meeting of the council after the referral unless the committee requests and is granted further time. The committee report is a finding of fact and a recommendation to the council and is signed by the chairman.

THE COMMITTEE OF THE WHOLE

Most important in the functioning of the council is the Committee of the Whole, or Committee of the Aldermen, for here, instead of in the open Council meeting, is the real business carried on, the differences aired and settled. This is an informal meeting of the whole Council and can be called by a majority vote of Council members or by a committee chairman. It has no official powers, but offers an opportunity for discussion by all the Council membership. Only if a citizen is granted permission to appear, may he attend meetings of this informal, but all important committee.

AN ORDINANCE

Only an alderman may propose legislation for passage by the council. A council committee or a department head may recommend to the aldermen the passage of a bill. Occasionally some citizen group may sponsor an ordinance which is submitted by an interested alderman.

After its formal presentation, the proposed ordinance is referred to the Judiciary Committee and the Corporation Counsel with authority to prepare an ordinance which will pass muster in the courts. The Corporation Counsel has, in fact if not in law, the final voice in legislative decisions. It is he who decides whether or not a proposed bill will conform to constitutional and statutory limitations placed upon Evanston by the state.

When the bill has been drafted in its proper legal form, it is introduced on the floor of the council and marked in the council records for passage the following week. By suspension of rules an ordinance may be passed the same night that it is introduced. All ordinances are published in full in the Evanston Review. The latest copy of the Municipal Code was printed in 1927. Information about subsequent legislation is to be found in the records of the City Clerk.

Most ordinances become effective ten days after publication. A majority of all aldermen (nine) must be present when a bill comes for vote. The state statute requires more than a majority for certain types of legislation or council action; for example: passage of an ordinance over the mayor's veto; passage of a zoning variation which is in opposition to the recommendations of the Zoning Board of Appeals; reinstatement of a department head after dismissal by the mayor.

MODERNIZING EVANSTON'S MACHINERY OF GOVERNMENT

Better government for Evanston depends first of all on a better state constitution. A crying need for reform in Illinois is a constitutional change permitting more "Home Rule" for Illinois cities, giving cities more control over their own local affairs. With constitutional "home rule", Evanston could frame its own charter. It could have a custom-built government designed to fit its own needs. No longer could state officials or laws be used as an excuse for action or inaction.

Through the United States the general tendency today seems to be toward the extension of municipal power by constitutional conventions, state legislatures or judicial interpretations by the courts. The growth of large cities has made it imperative that legislatures grant a certain amount of home rule. Missouri was the first state to grant constitutional home rule to cities in 1875. Today, sixteen states make constitutional provision for home rule: Missouri, California, Washington, Minnesota, Colorado, Oregon, Oklahoma, Michigan, Arizona, Texas, Nebraska, Ohio, New York, Wisconsin, Utah and West Virginia. Oregon, Michigan and Ohio grant home rule to all cities. In the other states it is granted to cities over a certain population, varying from 2,000 in Colorado to 20,000 in Washington.

A NEW STATE CONSTITUTION

Amending the constitution will not be enough, first of all because it is practically impossible, so cumbersome is the amending machinery.

The amending process requires that an amendment must receive a majority vote of all the people voting in an election, not merely a majority of those voting on the amendment. At the time the constitution was written, the political parties printed their own ballots and included the party stand on constitutional proposals. Most people voted on these proposals automatically, when they marked the party circle. Between 1870 and 1890 five of the seven proposed amendments passed.

In 1891 the legislature substituted the ballot now in use, the Australian ballot, for the party ballot. The voter must now put a special cross in the square opposite constitutional questions. Many people never bother to vote on proposed amendments. These failures to vote really count as a vote against the amendment. In the past fifty-eight years, since the change in the ballot, only three of the eleven proposals have ever become amendments.

Constitutional change really means calling a constitutional convention to draft a new constitution. How can we do this? Two-thirds of the State legislature must authorize the submission to the voters of the question of calling a convention to revise the constitution. The proposition must receive the affirmative vote of a majority of all those voting in the next general election. Here, as in the amending process, a failure to vote on the issue is

counted as a vote against the calling of the convention. After the convention is authorized, the legislature will provide for the election of two delegates from each of the senatorial districts as those districts are now constituted. Finally the recommendations of the convention must go back again to the voters for their approval, not less than two months nor more than six months after the convention adjourns. There is no easy road to a new constitution for Illinois. It will require effort by every public-spirited citizen in the state to relieve Evanston and other Illinois cities from their present straight-jackets.

STREAMLINING OUR ADMINISTRATIVE MACHINERY

Whether or not Illinois gets a new constitution, Evanston would do well to study the pros and cons of reorganization of its administrative machinery with the thought of streamlining it to meet a modern city's needs.



FROM THIS - TO THIS

In the past fifty years, Evanston's government has taken on more than two hundred new functions. Traffic engineering, accident prevention, city planning, zoning, public recreation, these are only a few of its many duties. Each new function has been incorporated as well as possible either as a new department or as a branch of some already existing department. Department heads, busy delivering city services to Evanston citizens, have little time to analyze departmental relationships and neither the time nor the authority to study and recommend changes in relationships between departments. Such a survey is a job for outside consultants, trained in administrative reorganization, who can bring a fresh point of view to the analysis. If well done and if carried into action, the resulting saving in time and money should pay for the study many times over.

MANAGEMENT ENGINEERING IN GOVERNMENT

Bringing management engineering into government is no new and startling idea. The Hoover Commission has recently recommended changes in the administrative structure of the Federal government in the interests of greater efficiency. A similar reorganization study for our State government has been proposed in the state legislature. Numerous cities throughout the country are employing consultants to make surveys. Management specialists usually finish each study with a definite plan for administrative reorganization of the city to obtain greater efficiency.

NEED FOR WIDER PUBLIC RELATIONS

Evanstonians and their government officials ought to become better acquainted. Aldermen should have some way of reporting back to their constituents. At present a citizen's contact with his alderman is usually limited to complaints or requests for some favor. There is seldom a chance to discuss broad general policy together.

Recently the League of Women Voters of Evanston has embarked on a program of ward meetings to bring city officials and constituents closer together. Here officials and citizens meet to discuss their mutual interests. The continuation of some such plan is vital if representative government is to meet the strenuous demands upon it.

There is also need for readable annual reports, easily obtainable by the citizen. Most departments publish reports obtainable on request, but there is no over-all picture of the operations of Evanston's government presented to its citizens. This difficulty in finding out what is happening increases public apathy.

Behind most of our governmental troubles, federal, state and local, is the tendency on the part of the citizen to disassociate himself from his government. We have come a long way from the New England town meeting with its pure democracy. Nevertheless, this separation of citizen and government need not take place in a city the size of Evanston. Every citizen should be able to make himself heard and thus become a responsible participant in government. Good government is impossible unless good will and trust exist between the people and their officials. Government is everybody's job.

Chapter V

THE PEOPLE WHO WORK FOR THE CITY

Evanston's government is a service. Like any other service, it is judged by the efficiency and economy by which it is performed. The people who render this service determine its degree of efficiency, because their salaries and wages account for approximately seventy per cent of the current operating expenses of city government. Today democracy is under world scrutiny and the efficiency of its services is one of the best arguments for the American form of government. On the local level a sound program of personnel administration is essential, if citizens are to get what they pay for.



In the early days service to the party was the prime qualification for a government job. Every change in administration brought with it a complete turnover in government personnel. Public clamor demanded reform and the merit system came into being. To prevent graft in government and to protect the jobholder from unjust removal were its chief aims. A secondary purpose was to give the taxpayer the best possible service for his money.

Today a good personnel program requires that the rights of the public be evenly weighed with those of the government employee. Recruitment of highly qualified persons and superior standards of job performance have begun to receive as much emphasis as permanent tenure and pensions. Few cities, Evanston included, have put into practice the best that is known in this field. Efforts are now being made to develop a real career service in government which will attract able people and integrate personnel administration with over-all municipal management. Evanston can look to these nation-wide efforts to guide the city toward the adoption of the

most modern methods of recruiting and retaining the people who work for us.

In 1948 the League of Women Voters of Evanston circulated a questionnaire to a sampling of 362 citizens and to each of the city's 470 employees. This questionnaire was devised by the Maxwell Graduate School of Citizenship at Syracuse University, to test citizen knowledge of the merit system in their city. In general the returns showed that the citizens of Evanston knew very little about their local personnel program. From time to time in this text we refer to the questionnaire and its results.

HISTORY OF PERSONNEL ADMINISTRATION IN EVANSTON

On March 20, 1895, "An Act to Regulate the Civil Service of Cities" was passed by the Illinois General Assembly. On April 16, 1895, Evanston elected by referendum to be under Civil Service, and on July 2 of the same year, the Act became operative in the city of Evanston by proclamation of the Mayor, William A. Dyche, who appointed the first three commissioners.

Little is known about the activities of the commission until 1935 when the Young Republican Club made a survey of the civil service. The survey revealed that employment records were inadequate, that a large number of persons were employed at the pleasure of the administration and were beyond the control of the Civil Service Commission, contrary to law. Approximately half of all city employees were on the payroll without civil service rating, although in some departments employees doing similar work did have such rating.



Citizen groups urged the correction of violations and a positive civil service program for Evanston. The mayor appointed a new Civil Service Commission which pledged itself to create a modern personnel administration. The Commission reorganized its policies and methods in order to establish a true merit system. To carry out this program the city, in 1939, employed a full time permanent Secretary and Chief Examiner. Mr. Charles E. Johnson was chosen from among 53 applicants, 34 of whom took the examination in 11 cities.

Under the new secretary many more examinations were given. The number of temporary appointees dropped. Retirement plans were studied and medical examinations for all employees were instituted. A classification plan, basic tool in any sound personnel program, was installed though never quite completed. A well-organized, forward-looking personnel administration began to emerge, when friction developed between the Secretary and the City Council. Unfortunately, politics and patronage took precedence over efficient service. Mr. Johnson was young, in his first job, and lacked political tact. Controversy over policies reached fever pitch when the Secretary dismissed several refuse collectors before Christmas, because they could not pass the regular medical

examination for job-fitness. The aldermen responsible for the appointments, angered over the Secretary's abrupt methods, decided to make an issue of the dismissals. The dispute ended with the resignation of the Secretary in 1940. Public knowledge of the basic concepts underlying a superior personnel agency would have clarified the choices, and might have given the Secretary and Chief Examiner the public opinion support he needed in this difficult period of lost jobs and hurt feelings. Citizen groups, interested in establishing a modern personnel system in Evanston, were discouraged from making further effort.

About this time labor's exodus to war industries began to cripple the merit system everywhere. Turnover increased. The city, operating under a wage scale below that offered by private industry, did not wish to tie itself to personnel recruited during wartime. The public, drawn to the more pressing task of winning a war, lost interest. Evanston's personnel administration has been working consistently on the problem ever since.

PRESENT PERSONNEL ADMINISTRATION IN EVANSTON

A three-man Civil Service Commission, appointed by the mayor with the consent of the City Council, for staggered three-year terms, directs personnel administration in Evanston. State law requires that the members of the Commission may not belong to the same political party. In Evanston, two are Republicans, one a Democrat, a division which corresponds closely to the party allegiances of the voters. Each member receives a token salary of \$300 a year, a sum set by the annual city budget ordinance.

The Commission operates under a set of rules completely rewritten and revised in 1942 under the direction of the Commission, with the advice of the Corporation Counsel, and with the assistance of an expert in personnel administration. A complete reinstatement plan for veterans was completed in 1945, which was similarly prepared and adopted. These rules govern the Commission's activities such as certification of employees, maintenance of a classification plan, examinations, employee rating records, dismissals, and many other matters. The Commission holds one formal meeting on a set day of each month and many specially convened meetings at other times to consider current and important matters.

The Commission employs a part time Secretary and Chief Examiner paid by the hour, who holds a full time job elsewhere. He is assisted by an office secretary who carries out office routines under his direction. For this administration, the city spent \$6,570 in 1948, about nine cents per citizen. Of this \$5,109.20 was raised by taxation; the remainder came from fees and transfers of funds from other city departments.

The chart on p.50 shows present salaries and a ten-year trend. According to the questionnaire responses most city employees feel they are underpaid, and so does the public who pays them. The city has tried to keep up with rising living costs. The 1949 budget

added twenty dollars a month cost of living increase to every employee's salary.

Policemen and firemen participate in their own pension plans which are described in Chapter VI. Other city employees may participate in a voluntary pension plan adopted by public referendum in 1941. Temporary appointees and employees paid by other governmental agencies are not eligible. As in most pension plans, retirement pay is based on the salary the employee has earned and the number of years he has served the city. The fund is administered by the Illinois Municipal Retirement Fund. In addition to the retirement fund, hospital insurance for each employee is paid for by the city.

APPOINTMENT AND TENURE (Civil Service Commission: RULES)

Requirements and Appointment Procedure

- Good moral character
- Minimum and maximum age limits
- American citizenship
- Residence in Evanston (except for tech. and prof. skills)
- Obtain, complete and file an application with C.S.C.
- Pass a physical exam. including chest X-ray
- Pass exams., oral, practical, written (veterans preferment unsettled because of recent Supreme Court decision)
- Pass investigation of character and past performance (reference)
- Name goes on Eligibility list (can stay there two years)
- Appointment if name is at top of list
- Probation-one year, extension of six months at request of department head, and consent of employee
- Temporary appointments, made when eligibility lists are exhausted, are for 60 days, may be renewed indefinitely

Promotion Procedure

- Eligible after city employment of one year
- Basis: Merit, seniority, examination (military preferment in question now)

Removal Procedure

- Charges may be placed before C.S.C. before or after dismissal
- Employee may ask for hearing, which must be granted within 60 days
- Finding of C.S.C. determines action taken. If dismissal is upheld employee may request rehearing within 30 days. This finding is final

Restrictions on employees

- May belong to organizations except those which advocate overthrow of American form of government
- Striking against the city may be basis for discharge
- May not hold outside job except with permission of C.S.C.
- Cannot solicit campaign contributions at any time
- Cannot sell tickets while on job or in uniform of job after hours

MUNICIPAL GOVERNMENT PERSONNEL - SALARY RANGE - TEN YEAR PERIOD

	1940	1941	1942	1943	1944	1945	1946	1947	1948	1949
DEPT. OFFICERS										
COMMISSIONER OF	2400-4500	2700-4500	2835-4725	3000-4725	3300-5100	3300-5100	3300-5100	4200-6600	4400-6600	4640-6840
PUBLIC WORKS	6500	6500	6250	6250	6750	6750	6750	8000	8000	8240
POLICE LIEUT.	2700	2700	2835	2895	3180	3360	3360	3720	4025	4260
FIRE CAPTAIN										
POLICE PATROLMAN	1892-2160	2100-2160	2130-2268	2170-2328	2502-2592	2520-2772	2560-2772	2485-3072	3204-3312	3558-3840
FIREMAN										
ELECTRICIAN	1890-2400	1950-2520	1620-2646	2046-2706	2046-2706	2820-3000	2544-3180	1880-3420	3120-3696	3360-3936
	2280	2400-2520	2646	2646	2646	3000	3000	3600	4200	4440
BLDG. INSPECTOR	1020-1146	1080-1146	1134-1203	1203-1224	1320-1404	1344-1500	1488-1500	1778-1800	1932-1944	1560-2124
JUNIOR CLERK- STENO.	1440-1740	1500-1740	1575-1827	1887	2076	2172	1740-2172	2040-2472	2208-2664	2448-3024
SENIOR CLERK- STENO.										
PUBLIC	1800	1800	1890	1950	2160	2280-2520	2280-2520	2640-2880	2836-3564	3096-3804
HEALTH NURSE										
WATER DEPT. ENGI- NEER & MECHANIC	1620-3480	1620-3480	1560-3654	1799-3714	1940-4020	2160-4200	2520-4200	3036-4680	3036-4880	3660-5120
JANITOR	900-1500	900-1500	1260-1575	1350-1665	1500-1824	1584-2004	1584-2004	1884-2304	1920-2484	2160-2724
RECREATION DIRECTOR	1260-1800	1320-1920	1386-2016	1476-2076	1620-2280	1680-2400	1680-2400	1980-3000	2136-3240	2376-3480
LABORER	1104-1287	1104-1404	1212-1560	1320-1680	1584-1920	1700-2100	1700-2100	2124-2520	2364-2760	2604-3000
DRIVER OF TRUCK	1404	1521	1680	1800	2040	2220	2220	2640	2880	3120
FOREMAN IN PUBLIC WORKS	1800	1800	1800	1920-2040	2180-2400	2640-2820	2712-2904	3300-3480	3564-3756	3804-3996
GARAGE MECHANIC	1755-1989	1755-1989	2100-2220	2220-2340	2460-2580	2640-2760	2676-2808	3036-3156	3276-3384	3516-3624
STREET & REFUSE COLLECTOR	1284-1404	1404-1521	1620-1650	1800-1860	1980-2100	2220-2280	2220-2280	2616-2664	2880-2940	3120-3180

CIVIL SERVICE PERSONNEL CHANGE
(From C.S.C. ANNUAL REPORTS)

	1938	1939	1940	1941	1942	1943	1944	1945	1946	1947	1948
1-No. of Classification Exams Given	8	7	15			4	3	0	6	2	4
2-(a) Applications	442		545								54
(b) Candidates	317	581	507			55	25	0	87	58	
(c) Resulting Eligibility List	64	121				48	18	0	50	43	25
3-APPOINTEES											
(a) Permanent	10	77	65			13	1	0			
(b) Temporary			110			51	47	58			
(c) Total	10	77	175			64	48	58	106	83	
4-SEPARATIONS	2	19	3			85	91	59	121	73	
						M.L. 10 Rsg. 66 Dec. 3 Ret. 6	7 68 7 0	39 9 11	Rsg. or D. 113 3 Dec. 5	Rsg. 47 D. 11 Ret. 11 Dec. 4	
5-No. of Employees in Service of City										275	
(a) Permanent										161	
(b) Temporary										26	
(c) Total	464	452	482	387	399	404	409	436	435	462	482

Figures on temporary and permanent employees are not readily available. In 1938, 45% were temporary employees, in 1940 under a full time Civil Service Secretary this percentage was reduced to 13%. Mainly due to the suspension of examinations during the war period, the percentage has increased until for the past few years there have been approximately two-thirds under Civil Service. The Police and Fire examinations that have been given since the close of the war have maintained it at that level.

M.L. - Military Leave
Rsg. - Resignations
D. - Dismissals
Dec. - Deceased
Ret. - Retired

THIS IS EVANSTON

HOW EVANSTON'S EMPLOYEES SERVE - 1947
(C.S.C. has no later figures than this)

Fire Protection	89 (2)	Water Works	24 (21)
Police Protection	124 (34)	Purchasing	2 (2)
Health Protection	28 (10)*	Building	6 (2)
Recreation Program	12 (11)	Civil Service	5 (2)**
Street Maintenance	87 (39)	City Collector	4
Refuse Disposal		City Treasurer	4
Park Maintenance	26 (17)	City Clerk	3
General Maintenance	6 (4)	Courts	7
Engineering	7 (2)	Mayor's Office	3
		Public Works Off.	3

* Eleven paid by the State. ** Includes three Commissioners.

Figure in parentheses indicates number of temporary employees in department. Temporary appointees in the police department include 17 school crossing guards.

EVALUATION OF OUR PERSONNEL PROGRAM

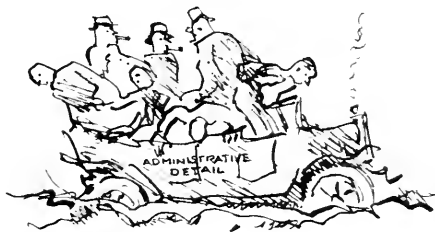
What are the strengths and weaknesses of Evanston's personnel program? There is certainly a pleasant working relationship between the city personnel and the public it serves. While there is no formal public relations program, citizens indicated via the questionnaire that they felt satisfied in their dealings with the city employees. Thanks to the harmony which exists in the present administration, the personnel methods employed operate more efficiently than one might think. There is no padding of the public payrolls; all are working employees. The pension plans and free hospital insurance are exemplary. Pleasant working conditions in the new municipal building and the new police and fire station are aids in building employee morale and in attracting competent people into city service.

The present Secretary and Chief Examiner is trained in personnel work and his personality instills confidence. He is very effective in adjusting employee relationships. His only regular office hours are on Saturday afternoon, though he is available at other times by appointment. An office secretary is in direct charge of the Civil Service Commission office, in communication with the Secretary and Examiner, members of the Commission, heads of departments and employees. She handles details of the employee's retirement and hospital plans, with the exception of those of the police and fire departments, keeps records of employees, makes out the annual report to the mayor, prepares examination forms, and five days a week performs the public relations function for the Commission.

With the exception of the police and fire department employees, the questionnaire answers reveal general satisfaction with the present personnel organization. In interviews, department heads made clear that more frequent access to the Secretary and Chief Examiner would be very helpful.

DESIRABLE STANDARDS

There is not complete agreement on what constitutes the best in modern public personnel practice, but authorities recognize that the complexity of personnel administration in government increases in geometric progression as the size of the agency grows. Evanston's program is based on the 1898 law, which vested authority in the Civil Service Commission with the Secretary and Chief Examiner deriving his authority from the Commission. Many experts, including the Civil Service Assembly of the United States and Canada (see their A MODEL STATE CIVIL SERVICE LAW), basing their opinions on the best that has been developed in both public and private personnel fields, recommend a centralized authority in the personnel officer, limiting the personnel board (Civil Service Commission) to advisory and investigative functions. Mr. Henry Hubbard, past president of the Civil Service Assembly, in his "Elements of a Comprehensive Personnel Program" states, "The internal management of a public personnel agency deserves far greater consideration than it has generally received. It is obviously desirable that the organizational structure be based on sound administrative order ... the functions of a part time lay board should be limited to such activities as policy determination or rule making, and the hearing of appeals. The administrative and technical functions should be vested in an executive officer who is well qualified for such work from the standpoint of training, experience and personality." For a fuller development of this subject, see MUNICIPAL PERSONNEL ADMINISTRATION, issued by the Institute for Training in Municipal Personnel Administration, pp. 33-40.



A Civil Service Commission ought to have a lively interest in the most modern methods of personnel management. The Evanston Commission holds membership in the Civil Service Assembly of the United States and Canada, receives and studies the publications of that organization, and has access to its other services.

A personnel director plans recruitment and on-the-job training programs, maintains and revises the classification plan, gives examinations, or arranges to have them planned and given by experts in various fields. He also supervises personnel rating records, plans and executes a public relations program and makes regular detailed reports to the mayor and the public. Under this system each department head has the responsibility of hiring employees from the eligibility lists maintained by the personnel officer, and the authority to discharge incompetent employees in accordance with regular dismissal procedures described in a later paragraph.

We have spoken of the complexity of the personnel program when

the number of employees becomes large; in Evanston this number is nearly five hundred, exclusive of school and library employees, and of temporary appointees in the city service. Therefore, experts recommend that one member of the Commission be a man experienced in public or private personnel work. A business with a like number of employees considers a personnel man necessary. Although the members of the Civil Service Commission in Evanston have had experience with the personnel of their own businesses and have gained valuable knowledge in their work with the city, it seems clearly evident that the increasing complexity of our local government would give ample scope to the professional training and abilities of a full time personnel director.

THE CLASSIFICATION PLAN

"Of fundamental importance in modern personnel administration is the position-classification plan. Upon the development and maintenance of such a plan depends the satisfactory performance of almost all functions connected with public personnel administration." (PERSONNEL PROGRAMS FOR SMALLER CITIES issued by Public Administration Service.) This is the basic tool of the personnel officer. (See sample sheet p.55) It aids in preparing examinations, recruitment bulletins and letters, on-the-job training courses, checking on performance, budgeting for pay raises, maintaining service ratings, and in standardizing employment conditions. The classification plan has never been finished in Evanston, and is not readily available for constructive use. At present many job titles used on the payroll are not in the plan. The Commission has felt that many matters were more pressing than this, but hopes to work on the plan soon.

RECRUITMENT

A complete classification plan, mentioned above, along with a reserve of professional materials, needs to be available to the Commission and to applicants. Ideally a lively recruitment program includes special contacts with civic, business and labor groups and nearby schools and colleges. Frequent favorable publicity on the radio and in the press, displays and posters in schools, libraries, city hall and other well-chosen places all implement the program. Probably the best recruitment publicity comes from a favorable report from the present employees concerning working conditions and career possibilities.

The examination process is often considered part of the recruitment program. The importance of using pertinent and skillfully drafted tests to obtain the best man for the job is obvious. It is the job of a personnel officer to prepare and administer the examinations. He may use help from personnel specialists in industry, from the Civil



Service Assembly, Public Administration Service, American Public Health Association and other groups. Examinations include character investigation, essay and multiple choice and other short answer types, the oral interview and a medical examination. The Commission in Evanston states that the examinations used here are of high quality: so high, in fact, that they have been borrowed by other municipalities. The Commission, with expert help, spends much time in the construction of these examinations. Thorough medical examinations are given on a fee basis by a competent physician engaged by the Commission.

SAMPLE SHEET FROM EVANSTON'S CLASSIFICATION PLAN

JUNIOR ACCOUNT CLERK

General Duties and Responsibilities:

In a bookkeeping or accounting office perform the simplest routine clerical duties, such as could be learned in two or three weeks by a person just out of high school with no clerical experience. Does other work as required. Works under very close supervision with specific instruction as to what tasks to perform and how to perform them.

Examples of Characteristic Duties:

Checking subtractions and additions made by Water Meter Reader and watching for unusually high or low consumption in comparison with previous consumption. Notifying the Water Meter Inspector in such cases so he may check to see if the meter is registering correctly.

Cutting addressograph plates and running the addressograph.

Stuffing bills into envelopes.

Typing letters in answer to customers' inquiries, following standard form letters.

Filling out routine printed forms calling for inspection of leaking meters, tests of meters for accuracy, shutting off water for non-payment of bills, and so on.

Qualifications:

Minimum essential:

Clerical aptitude, particularly with respect to numbers.

Proficiency in arithmetic.

Knowledge of grammar, composition, and spelling.

Ability to type by the touch system.

Usual Lines of Promotion:

To: Senior Account Clerk; Senior Clerk

ON-THE-JOB TRAINING

The term is self explanatory but deserves emphasis. A personnel officer ought to have the authority to develop programs in accordance with job descriptions included in the Classification Plan, using all available facilities: universities, technical schools, and expert assistance from other sources. In Evanston this work is carried on by busy department heads because the personnel director is not available for much cooperative planning and assistance. The Commission states that the results are satisfactory. In some departments the city is fortunate in having old employees, who through long service have acquired thorough knowledge. When these

employees leave the need for an active training program will become more imperative.

Because of superior on-the-job training Evanston excels in its accident prevention and traffic work. The police department uses the facilities provided by the Northwestern Traffic Institute, which it helped to found. The police chief in 1948 recommended the establishment of a police training school in order to bring the performance of other members of the department to a similar efficiency. The fire department has adequate training programs.

All civil service employees ought to have an employees' manual which explains the work of every department and the rights and responsibilities of each employee, as well as department functions, vacations and sick leaves, promotion and transfer policies, salary schedules and other pertinent material. Evanston has no such handbook to supplement its training programs.

PROMOTION PRACTICES

The morale of civil service employees depends much on the methods of promotion. Essential to a fair promotional system are complete and up-to-date personal rating records. The biggest job of the personnel agency in connection with this phase of its work, is the training of department heads and supervisory employees in record keeping, in order to make full use of the device and to avoid common errors in rating. The use of a form which lists specific traits rather than a statement of general impressions, provides objective evaluation of an employee. Evanston provides such forms; they are used at the discretion of the department heads. In this situation, the personnel officer needs to be able to devote more time to the education of supervisory employees in the best possible use of rating forms. This would increase the career possibilities of city jobs, and insure the taxpayer against incompetence in the city service. According to present practice the police and fire departments' rating forms are submitted to the Secretary and Chief Examiner only upon request.



SIMPLIFIED DISMISSAL PROCEDURES

One of the most frequent criticisms of the traditional Civil Service system, and one which modern merit systems seek to correct, is the charge of incompetence. In accepted practice any employee or department head (in some systems any citizen) may appeal to the Personnel Board for a hearing. Most department heads do not know how to collect and present evidence of incompetence. A good personnel officer, trained in the new techniques, is invaluable in aiding department heads in this protective function. Usually an incompetent employee, presented with documented evidence of his

failings, prefers not to have them subjected to the light of a public hearing. Yet in most civil service systems this is the most neglected area of the program, with the result that a hearing often becomes a trial of the department head rather than of the employee! In a few forward-looking jurisdictions simplified dismissal procedures have been perfected and material on this subject is readily available. The device of the hearing is the safeguard of the public, the employee, the department head, and of the Commission against irregularity anywhere in the system. The accurate keeping of rating forms would make available to the personnel officer a detailed and continuous report of inadequate job performance if it exists. In interviews department heads in Evanston indicated that they did not discharge employees except under extreme provocation because the dismissal process in Evanston is too difficult. When this is true of a jurisdiction, the temptation to take the round-about method of abolishing the position becomes very pressing.



WAGE AND SALARY SCHEDULE

According to the Public Administration Service publication: PERSONNEL PROGRAMS FOR SMALLER CITIES, "Upon the development and maintenance of an equitable pay plan depends the ability of a city to recruit and retain able employees and to maintain employee morale. Compensation is the most important single factor ... the rates of pay should be generally comparable to the wages and salaries paid by the better private employers of the local area." Such a schedule may be adopted as a permanent city ordinance and provide for reasonable pay increases for increased efficiency and experience. Many up-to-date schedules have a cost of living scale attached to a basic pay plan. It may be prepared by the personnel officer after he has made a wage analysis supported by facts and figures, in cooperation with department heads and with the representatives of the legislative branch of the city government. A systematic plan based on thorough study can be defended by the policy-determining officials of a city, because its objectivity is not likely to be seriously questioned.

In Evanston the pay schedule is part of the annual budget ordinance, adopted after consultation with the mayor and department heads. This places a large measure of control with elected officials who are inevitably subject to political pressure.

FURTHER OBSERVATIONS

An ordinance to provide a uniform policy in regard to vacations and sick leaves would eliminate the undesirable variations

now present in city departments. In current good practice this is worked out by the personnel director in collaboration with department heads, with the advice and consent of the mayor, and accomplished by passage of an ordinance. Or, a uniform policy may be formulated by the Civil Service Commission and incorporated in the Rules.

Citizens might consider the disadvantages of the residence requirement. The recent tendency is to abandon this requirement in order to increase the career possibilities of government service. Young people can then advance in the service of other jurisdictions, performing various types of work according to their abilities. This question is one involving both state law and discretionary power of the Civil Service Commission. It deserves study.

A plan for submitting grievances and suggestions for improving city service is a part of good personnel programs which Evanston may well consider in its future plans.

There is some feeling that there is discrimination against negroes in city employment. It is a fact that they may file applications to take Civil Service examinations. Some have done so and there are negroes in the Police and Public Works Departments. In the past, some negroes who have been posted on the eligibility lists in other departments, have needed to take other jobs before their names were chosen. A fair employment policy will encourage qualified negroes to join the city service.

PUBLIC RELATIONS

Civic interest in the city's personnel program is vital to its success. In this connection the importance of educating the public to demand and support progress in this field can hardly be overstressed. Without citizen interest the ablest administrator cannot obtain the tools he needs to do a good job. This thesis is admirably developed in Civil Service Assembly's PUBLIC RELATIONS OF PUBLIC PERSONNEL AGENCIES, which continues, "On the whole, public authorities have signally failed to keep their 'masters,' the public, acquainted with their enterprises and the problems for which they are responsible."

Questionnaire answers indicate that even those people closest to the city administration have very little knowledge of the operations of the personnel program. Members of the various civic service clubs reported that they did not feel able to give answers to any of the questions. Annual reports of the Civil Service Commission are missing for two years out of the last ten. Figures are incomplete on some of the others as a glance at the chart on p. 51 will show. A complete breakdown of the more than \$6,000 the Commission now spends annually is not available. Such widespread lack of information on the part of the community, reveals a weakness in this phase of the public relations program in Evanston.

THE FUTURE

After studying the questionnaire results and the Commission's Annual Reports showing labor turnover, examinations given, applications received, and the number of permanent and temporary employees over a ten year period, we need to make careful comparisons. More than ten years ago public opinion decided that there was a real need for a full time personnel director in Evanston. Within a year of his taking office and in spite of a tightening labor market, 545 applicants appeared to take 15 examinations, certainly a very healthy situation. In the easy labor market of 1947, only 89 applicants appeared for one examination, and in 1948 there were 54 applicants for 4 examinations. Constructive planning for the future must surely consider these significant facts.

The League's study indicates clearly a lack of public knowledge of current municipal personnel practices. The study further emphasizes the basic importance of the personnel program in providing effective city services. Only through constant citizen interest and concern can any community achieve and maintain a high standard of city government. There is no reason why Evanston should not enjoy the best.



Chapter VI

THE PROTECTION OF LIVES AND PROPERTY

Preservation of order in a modern free society is a basic demand of the many individuals who comprise it. Protection against injury and destruction and the maintenance of confidence in that protection are the major functions of fire and police departments in any community. These are the agents of the people's will which requires that order and safety be sustained.

Being a part of a vast metropolitan area, Evanston needs a strong and efficient police department. Proximity to highly populated and industrialized areas presents problems of traffic and crime which probably would not exist in an isolated community. Evanston's police department may be adequate to handle the protection of its 75,000 residents. Our traffic flow, however, is equal to that of a city of 250,000.

JURISDICTION OF THE POLICE DEPARTMENT

The Evanston police have jurisdiction within the boundaries of the city except when in immediate pursuit of a criminal. The county police have jurisdiction over the entire county and serve as deputy sheriffs, but they have not been active in Evanston. The state police in this section of Illinois are primarily state highway patrolmen who protect highways from speedsters, assist the local police and prevent destruction of highways by overloaded trucks.

ORGANIZATION

The work of the police department falls into four divisions each under the direction of one or more lieutenants:

The Detective Division deals with crime detection and prevention and the prosecution of criminals. It maintains the Record Bureau and the Bureau of Criminal Identification. The latter has on file the fingerprints of more than 50,000 individuals and 35,240 photographs of about 20,000 individuals. The division operates the photographic and finger-printing equipment of the department.



The Traffic Division maintains the Bureau of Accident Prevention and Traffic Enforcement. It consists of accident investigation squads, solo motor officers and three-wheel motor officers. They are in charge of school crossings, testing station operations, accident records, parking supervision and the accident prevention program.

The Patrol Division works in three eight-hour shifts with one lieutenant in command of each. The patrolmen safeguard the streets and cruise in motorcycles and squad cars through all sections of the city.



The Juvenile Division is concerned principally with preventive measures: investigations of pool rooms, bowling alleys, railroad stations, recreation centers and schools. The lieutenant in charge confers with parents in an effort to discover causes of juvenile delinquency. He works in close cooperation with church and school, guidance clinics and welfare agencies.

PERSONNEL

The chief of police, appointed by the Mayor with the approval of the City Council, directs the police department whose personnel numbered 133 in 1948. The police captain is second in command. This office is filled by competitive examination open to applicants who have fulfilled requirements of rank and seniority. The rest of the police force consists of 6 lieutenants, 8 sergeants, 72 patrolmen and 2 policewomen. Also in the department are 21 school guards, an administrative assistant, an identification analyst, clerks, stenographers, radio switchboard operators, testing lane inspectors, the dog warden, the dog pound caretaker and 2 janitors.

Recruits for the police force must be under twenty-nine years of age, preferably between twenty-one and twenty-five. Requirements include: high school education or the equivalent; sound character, temperamental suitability to the work, special aptitudes and physical fitness. They must pass a civil service examination. Character references from former employers are secured. Fingerprints are

checked against F.B.I. records. Each recruit is on probation for a year. Acceptance on the force depends on a favorable scientific rating and a formal written recommendation by the chief of police. The policeman cannot be dismissed unless he has had charges preferred against him and has been found guilty on trial before the Civil Service Commission. The chief of police may suspend a police officer for a period of thirty days prior to hearings before the Commission.

COST OF OPERATION

Operating the police department costs more than \$1,000 a day. In 1948 the total expense was \$412,859.34, of which \$377,684.50 was spent on salaries. Three-fourths of the total cost is raised by taxation, the rest derived from court fines and licenses. Expense during 1948 was heavy because of the new motor vehicles which were purchased. Salaries are comparatively low, particularly those of new recruits. (See general salary chart on pages 131-132.

PENSION FUND

The Police Pension Fund was set up by state law forty-five years ago, as an institution which provides security for policemen and their families.

Money for the fund comes from a 3% deduction from the salaries of the police force plus an annual appropriation by the city from taxes.

Every man on the force is entitled to receive the pension after he reaches the age of fifty if he has had at least twenty years of service. If an officer is injured in the line of duty and has to withdraw from active service, he receives a disability pension.

The Policeman's Benevolent Fund is an insurance fund for death benefits for the families of men who die while on the force. Membership is optional. If an officer dies a natural death after serving the force ten years his family may receive benefits. If he is killed in line of duty the benefits are paid regardless of term of service. Proceeds from the annual Policemen's Ball are paid into this fund.

EQUIPMENT AND TRAINING

The department is equipped with modern techniques of preventing and detecting crime. It maintains twelve squad cars, all equipped with two-way radios, a police service wagon used mainly by the dog warden, fifteen solo motorcycles and four three-wheel motor-



cycles, which are equipped with radio receiving sets. In 1948 the force traveled 307,384 miles.

The two-way radio is one of the most important factors in police service. Alarms, information requests, stolen automobiles, missing persons are broadcast twenty-four hours a day. During the course of a year over 12,000 messages are picked up from the police short wave station WOLO.

Effective use is made of the polygraph or lie detector. In 1948 this means was employed to examine 178 cases of which 110 were cleared. In two cases the examiner could not arrive at a decision. Five persons confessed when asked to submit to the test. Modern fingerprinting and photographic equipment is also used by the department.

A police training school provides special courses in report writing, criminal and accident investigation, scientific crime detection, use of fire-arms and self-defense.

CRIME IN EVANSTON

Burglary and larceny are Evanston's chief crime problems. Petty larceny (under \$50) creates the biggest headache. Such cases usually involve juveniles who indulge in shoplifting. From 1940 to 1948 between 800 and 1000 cases of burglary and larceny were reported each year, of which less than 2% were unfounded. In 1948 \$134,408.09 worth of property was stolen of which \$76,160.89 was recovered.

Homicide cases during 1940-48 totalled 21 of which two were not cleared. There were 38 cases of rape, three not cleared. Robbery (armed burglary) cases came to 151 of which 90 were not cleared by arrest. There were 520 auto theft offenses.

Of the non-criminal offenses parking violations lead the list: 26,926 in 1948; 14,750 in 1947 and 12,918 in 1946.

Other offenses in 1948 included: drunkenness (289) assaults (170) aggravated assaults (38) embezzlement and fraud (99) disorderly conduct (248) offenses against family and children (41) driving while intoxicated (73) sex offenses (46) gambling (32) possession of weapons (19). No charge of prostitution or vice was brought in 1947 or 1948.

The police department uses the standard monthly report form of the International Association of Chiefs of Police for recording basic police information. A crime spot map aids in determining the distribution of the force according to need. The record system is necessarily being revised to facilitate analysis and search of the files.

Evanston has less crime than most cities of its size. The percentage of cases cleared by arrest or by recovery of stolen property is higher than average. However, the crime trend has been slowly moving upward during the last ten years.

TRAFFIC AND SAFETY CONTROL

The Evanston Plan for Traffic Control was evolved in 1929 to deal with a traffic situation which was resulting in eight to ten traffic deaths annually. The Plan allocates available patrolmen to places where they are needed as determined from a spot map of monthly accidents. The success of the Plan won for the city the National Safety Council's Traffic Award as the safest city in the country in 1932, 1933, 1935 and 1945. Evanston also won first place, in 1948, among U. S. cities in the 50,000 to 100,000 class for its outstanding traffic engineering record.



A new steel fireproof building located at Noyes Street and Green Bay Road is now used as the Municipal Testing Station for automobiles, trucks and bicycles. The lane was opened to the public January 16, 1947. During 1948 54,336 cars were inspected, of which 33,019 were passed and 21,317 rejected.

There were 1,196 parking meters installed and placed in operation on May 3, 1948.

The Traffic Division, Bureau of Accident Prevention and the Evanston Safety Council cooperate in conducting the elementary and high school safety programs dealing with traffic and home safety problems. The Junior Police (School Safety Patrolmen) numbering about 400 boys and girls, is organized by the Traffic Division and supervised by a sergeant of traffic. Adult crossing guards, paid by the city and under civil service, are placed at dangerous intersections.

The public safety educational program carried on by the Bureau of Accident Prevention is financed by the Evanston Safety Council.

NORTHWESTERN UNIVERSITY TRAFFIC INSTITUTE

In cooperation with the Evanston Police Department, Northwestern University established a traffic institute in 1935. It offers two four and one-half month courses annually, which are open to policemen from all parts of the country. Candidates for the courses must be employed by a state or city which must give them leave of absence and pay their salaries during their period of study. They qualify by competitive examination for fifteen scholarships given by the Kemper Insurance Company and fifteen fellowships given by the Automotive Safety Foundation. On completion of the course each graduate is required to return to the locality from which he came and work there for at least a year.



POLICE WORK WITH YOUNG PEOPLE

The Juvenile Division handles cases involving boys under seventeen and girls under eighteen. It keeps its own records, develops programs to eliminate causes of crime and reduce juvenile delin-

quency. It cooperates with parole officers and censors motion pictures. The division is concerned with corrective rather than punitive measures. It works with all local agencies, accepts referrals from the Juvenile Court of Cook County, makes investigations and presents in court all violations



of the law. The lieutenant in charge is a commissioned officer of the Juvenile Court of Cook County which authorizes him to refer cases to that court and follow them through there.

NUMBER OF JUVENILE OFFENDERS

Evanston children were the cause of 722 offenses in 1948. The damage or property loss was \$3,892.29 of which \$3,777.99 was paid in restitution. Traffic violations involved 157 cases. Among other offenses were: larceny (10) under \$50 larceny (55) malicious mischief (117) disorderly conduct (92). Children reprimanded and released to their parents numbered 678, while 28 were referred to the Juvenile Court of Cook County. The spot map of the Juvenile Division shows there is no particular concentration of juvenile delinquency in any one area.

THE POLICE RESERVE

The volunteer reserve organization which was established during the war proved of such assistance to the regular force that its members were asked to continue in active service after the emergency. Now known as the Evanston Police Reserve, it has between 125 and 150 voluntary members. They assist in traffic control on days of big games at Dyche Stadium, patrol the beaches and the streets on Halloween or whenever a neighborhood alarm calls for more patrols than the regular police can provide. In the words of the chief of police, "these men deserve the respect and appreciation of every citizen of Evanston and every member of the police department."

THE NEW POLICE AND FIRE BUILDING

Ready for occupancy the summer of 1949 the new building for both fire and police departments replaces structures which served the city fifty years. The new building provides space and facilities for the most modern equipment in crime detection, a new lie detector, audiograph, enlarged crime detection laboratory for microscopic work, testing and fingerprinting. The new squad room accommodates the entire police force. The garage provides housing and repair for all police motor vehicles. Another improvement is the juvenile department, separated from the adult section. Juveniles in custody of the police will not come in contact with adult criminals. The fire department has new kitchen, living and sleeping room equipment as well as a drill tower and smoke room for training firemen. Alarms call police and fire departments at the same time.

Also housed in the new building is the Municipal Court, situated on the first floor where it is easily accessible to the public.



THE FIRE DEPARTMENT

The efficiency of a fire department may be determined by the standards established by the National Board of Fire Underwriters. A good grading of defenses on the basis of this schedule results in low base fire insurance rates while a poor grading means high rates.

The schedule covers the seven major factors of fire defenses: water supply, fire department, structural conditions, fire alarm, fire prevention, building laws and police. Cities are graded in classes from 1 to 10 according to the deficiency points scored against these fire defense factors. No municipality has been able to reach a class 1 grading for its fire defenses as a whole. Only a few cities have class 2 gradings. Evanston is in class 3.

JURISDICTION AND DUTIES OF THE FIRE DEPARTMENT

The Evanston Fire Department has jurisdiction over the entire city of Evanston and that part of Skokie which lies north of Dempster and east of Crawford. The fire department is housed in four stations: number 1, at Lake and Elmwood, receives all calls; number 2 is at 750 Chicago avenue; number 3 is at Green Bay Road and Lincoln street, and number 4 is at Washington and Dodge.

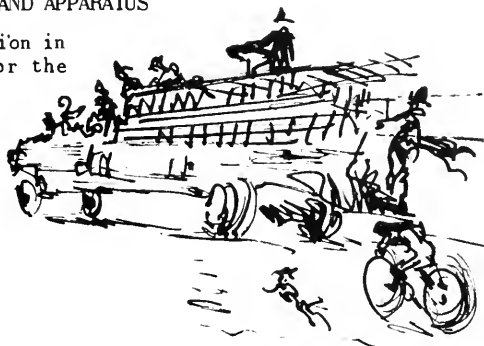
In addition to answering fire alarms the fire department pursues a program of fire prevention through building inspection and publicity. One of the duties of the Assistant Fire Marshals is cruising the city to watch for hazards. When a hazard is discovered notice is given to remove it, usually within the limit of ten days.

The department is also trained for First Aid. In 1948 there were 47 calls for the inhalator squad. Other duties include the inspection of oil tanks and the removal of highway hazards such as

fallen trees.

ORGANIZATION, PERSONNEL AND APPARATUS

The total appropriation in department personnel for the year 1948 called for a complement of eighty-eight officers and men. At full strength the members of the department rank as follows: Chief Fire Marshal, three Assistants, five Captains, seven Lieutenants and seventy-two privates. An Assistant Chief is acting Chief of the Fire Prevention Bureau. The Driver of Truck Company No. 2 is the Administrative Assistant of the fire department and Secretary to the Fire Marshal. The Driver of Engine Company No. 1 is assigned to the task of Acting Motor Mechanic. (For salaries see general salary chart on pages 131 and 132.



The fire chief is appointed by the Mayor with the approval of the City Council. He is directly responsible to the Mayor. Promotions to officer positions are based mainly upon competitive examinations which are open to all employees in the next lower rank.

Recruits must be between the ages of twenty-one and twenty-nine except for positions requiring technical training. They also must pass mental and physical examinations. Like all non-appointive employees the firemen are under civil service.

The department has five pumping engines, two with a capacity of 750 gallons, three with 1000 gallons. There are two aerial ladder trucks, a city service truck and two department cars: a five-passenger sedan which is the Chief's car, and a two-passenger coupe for the Fire Prevention Bureau. There are in service 15,842 feet of fire hose, all pieces of which are inspected at least once a year.

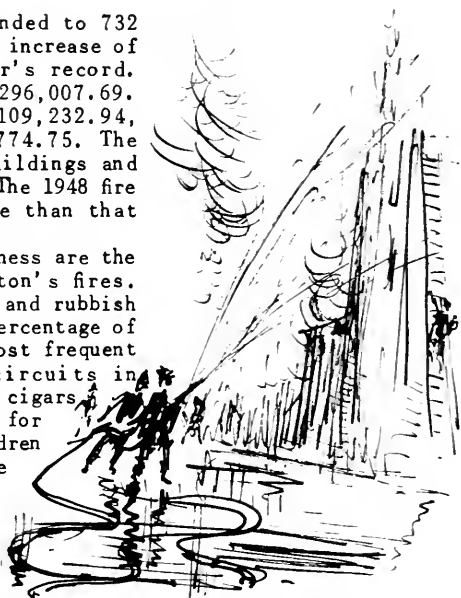
FIREMEN'S PENSION FUND

Although there is no specific retirement age a fireman may retire on pension upon reaching the age of fifty. The amount of the pension depends upon length of service. The pension fund now amounts to approximately \$242,000. Funds are derived from taxes on fire insurance policies, returns on invested capital, deductions from firemen's salaries, a percentage of license collections and appropriations from the city's budget.

FIRE LOSSES IN EVANSTON

The department responded to 732 fire alarms during 1948, an increase of 78 over the previous year's record. The total fire loss was \$296,007.69. Loss on buildings was \$109,232.94, loss on contents, \$186,774.75. The insurance loss on both buildings and contents was \$239,368.50. The 1948 fire loss was \$146,092.86 more than that of 1947.

Ignorance and carelessness are the causes of most of Evanston's fires. Burning leaves, and grass and rubbish fires account for a large percentage of the fire alarms. The next most frequent cause of fire is short circuits in electrical wiring. In 1948 cigars and cigarettes were blamed for fifty-four fires, while children playing with matches were said to have caused eight fires.



THE FIRE PREVENTION CODE

Evanston has a comprehensive fire prevention code which is rigidly enforced. A competent fire prevention engineer makes detailed surveys and inspections of structures in industrial and mercantile areas.

After the LaSalle Hotel fire in Chicago, the Evanston fire marshal issued recommendations for fire prevention safeguards for our hotels and hospitals. These included installation of fire doors and the non-combustible screening of all stairwells and passageways. There was no specific authority in the city building code to carry out such a fire safety program. However, the department was able to carry it through by making use of a state law which delegates certain powers of the state fire marshal to city fire chiefs and inspectors and deputizes them to issue state orders for installation of protective devices in hospitals and hotels.

A program of fire prevention is conducted through the schools. Unrehearsed fire drills are held twice a month. During the annual Fire Prevention Week, children and their parents are encouraged to inspect their homes and eliminate fire hazards through the distribution of 6,000 home inspection blanks in the classrooms. General support of the total fire prevention program is secured through effective public relations in the press, motion picture houses and radio stations.

Chapter VII

THE ADMINISTRATION OF JUSTICE

Many are the courts in which an Evanstonian may seek justice. In Illinois the constitution vests the judicial power of the state in one supreme court, in four appellate courts, in circuit, county and probate courts, in justices of the peace and police magistrates and in such courts as may be created by law for cities and incorporated towns. In 1933, under a permissive act of the legislature, Evanston established its own municipal court.

THE EVANSTON MUNICIPAL COURT

The geographical jurisdiction of the Municipal Court of Evanston is confined to the limits of the city of Evanston. Summons in a civil suit to be tried in that court must be served upon the defendant within those limits. The parties to the suit need not reside in Evanston and the jurisdiction of the court as to the amount involved is unlimited.

The court has jurisdiction up to \$2,000 in actions upon contracts; in actions for conversion of, or injury to, personal property; and in all proceedings and actions of which the justices of peace are now given jurisdiction. They also have jurisdiction in non-indictable criminal offenses where the punishment is not imprisonment in the penitentiary or death. In cases of felonies, it acts as an examining court, holding the defendant to the Grand Jury. If indicted by the Grand Jury, he is tried in the Criminal Court of Cook County in Chicago. The municipal court has no jurisdiction over dependent, neglected or delinquent children.

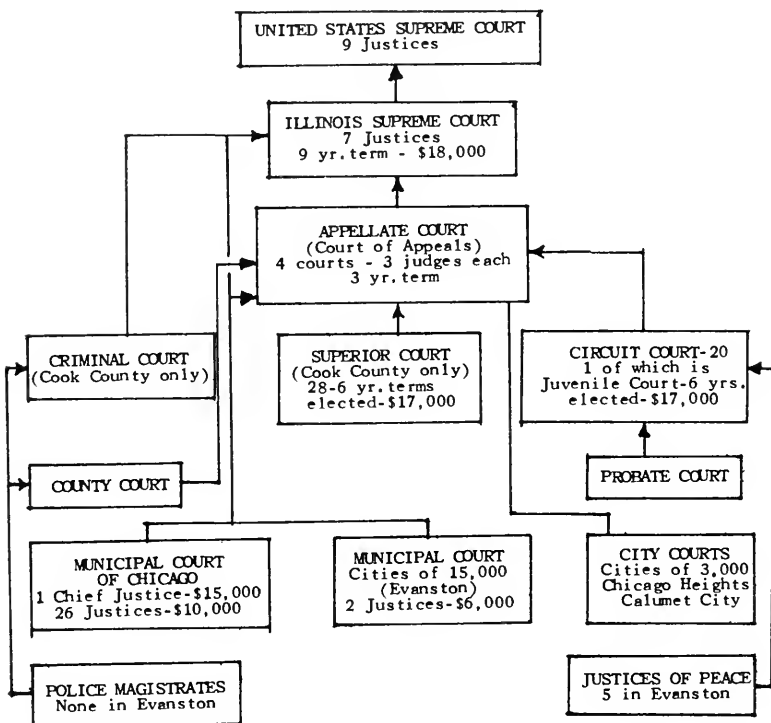
Two judges preside over the Municipal Court. Assisting them are a clerk, two deputies and a secretary. The judges are elected

for six year terms at special judicial elections held on the first Monday in June every sixth year counting from 1951. To be eligible to the office of Judge of the Municipal Court a man must be at least thirty years of age, a citizen of the United States, a resident of Evanston. He must have resided in and been engaged either in active practice as an attorney and counselor at law or in the discharge of the duties of a judicial office for four years



THIS IS EVANSTON

COURTS AVAILABLE TO COOK COUNTY CITIZENS



preceding his election, or in one of these occupations during part of this time and the other the rest of the time. The salary is \$6,000. The judges are nominated by petition and run on a strictly non-partisan ticket.

The clerk of the court is also an elected official. Serving a four year term, he runs on a separate ballot at the time of the presidential elections. The deputy clerks and the office secretary are appointed by the elected clerk and may be removed by either the clerk or by judicial order signed by the judges. Only the clerk may remove the office secretary.

A chief bailiff and two deputies also serve the local court. They are appointees of the Sheriff of Cook County. In actual practice, since the law gives the judges the right to remove a deputy bailiff by judicial order, the sheriff has by courtesy allowed each judge to nominate his own personal bailiff. The salaries of the chief bailiff and deputies are paid by the county. The deputy



JURISDICTION OF COURTS

Illinois Supreme Court

Territorial jurisdiction: state wide
Original jurisdiction in cases relating to

- a. revenue
- b. mandamus
- c. habeus corpus

Appellate jurisdiction in all other cases

Appellate Court (Court of Appeals)

No original jurisdiction

These four courts review cases appealed to them from lower courts.

In some cases decision is final. In others, appeal may be made to the supreme court.

Circuit Court of Cook County (20 in number)

Territorial jurisdiction of each court limited to its own district.

Courts of general jurisdiction and have authority to try all cases, both civil and criminal and to hear appeals from lower courts. The Juvenile Court is a circuit court.

Superior Court of Cook County (28 judges)

Same jurisdiction as the circuit courts.

Criminal Court of Cook County

Jurisdiction over all criminal cases.

Juvenile Court

Original jurisdiction over dependent, delinquent and neglected boys under seventeen and girls under eighteen with continuing responsibility until the age of twenty-one. Children over ten years may, however, be tried in the Criminal Court.

County Court

Jurisdiction over:

1. Insolvent debtor's proceedings
2. Care of the insane
3. Tax matters
4. Concurrent jurisdiction with the circuit court in:
 - a. adoptions
 - b. appeals from justices of the peace
 - c. eminent domain
 - d. election contests for certain offices
 - e. drainage matters
 - f. civil cases where amount involved not more than \$2,000
 - g. non-indictable criminal cases where the punishment is not imprisonment in the penitentiary or death.

Probate Court

Jurisdiction over probate matters, appointment of guardians and conservators.

clerks are not civil service employees and have been held by the Supreme Court not to be subject to the classified service.

The court also has a probation officer appointed by the court for the handling of court probations. His work is restricted to adult probations. Any reputable private person, twenty-five years of age or older, may be appointed to this position. A member of the city police force, if especially detailed by the police chief to the work, may serve. He receives no additional pay for this service. The present probation officer is a lieutenant in the Evanston police department, where he also acts as juvenile probations officer.

The total number of cases tried by the Municipal Court each year averages 5,660. Of these, 2,560 are based on city ordinances

and 3,100 on state statute. The court also hears 180 civil suits during a year. The average annual cost of operating the court is \$24,000. It collects an average of \$29,400 in fines, \$18,400 in court costs and \$1,000 in civil fees - a total of \$48,000.

Court sessions are held every week day except Tuesday and Saturday, opening at nine-thirty in the morning. The session may last an hour or all day, depending upon the number of cases. One judge handles the civil cases. The other judge handles traffic and state cases - by far the heavier court load. They alternate usually every month. In addition they both serve as reserve judges on the superior court of Cook County and Judge Corcoran serves as a reserve judge for the juvenile court. In addition to his court duties, each of the present judges maintains a private business. The municipal court will occupy its own court room in the new Police and Fire building.

JUSTICE OF THE PEACE COURTS

The inferior courts in Illinois are the justices of the peace and police magistrates courts. Evanston no longer has police magistrates, but it still has justice of the peace courts. Five justices are elected on a non-partisan ticket in Evanston township for four year terms at the mayoralty election. Also elected for four year terms on the same basis and at the same time, are five constables who are process servers for the justice of the peace courts. Justices have jurisdiction in civil cases up to \$500 and in criminal cases where the punishment is by fine only and does not exceed \$500. They also have criminal jurisdiction for the purpose of conducting preliminary examinations and committing accused persons to await the action of the grand jury. Their territorial jurisdiction is county wide.

Appeals from justices of the peace courts lie to the county, circuit or municipal courts, according to the desire of the party appealing, except for appeals in criminal cases. Such appeals are made to the Criminal Court of Cook County. Either party in a trial before a justice of the peace may demand a jury of not less than 6 nor more than 12 persons.

No qualifications of any kind are prescribed for the office of justice of the peace. One need not be a citizen or even a resident of Illinois. Neither is there any age qualification. The justice is compensated by law through a fee system set up by statute. In Evanston all the justices of the peace are practicing lawyers.

COMPARISON OF MUNICIPAL COURT AND J.P. COURTS

The Municipal Court is a court of record. Appeals taken from this court to the Illinois Appellate Court or to the Supreme Court are reviewed by the appellate tribunal on the record of the proceedings in the Municipal Court. No witnesses are heard in the appellate tribunal. The proceedings are merely a review of the

trial court record to determine whether prejudicial error has intervened. Appeals from the justice of the peace to the Municipal Court, Circuit, Superior or County Courts, result in a completely new trial of the issues. The appellate tribunal retakes the evidence on the issues and enters its own judgment, disregarding in effect the proceedings before the justice of the peace.

The justice of the peace is known as a fee officer and is entirely compensated by fees charged in each individual case. The Municipal Court Staff is compensated by salaries paid out of the public treasury. To illustrate, assume that X company does a large credit business. It becomes necessary to institute a number of law suits each month to collect delinquent accounts. The X company selects a particular justice of the peace to file these suits and pays him a filing fee of \$2.00 on each case. These fees go into the personal pocket of the justice and become his private money. When the cases are called for trial, the justice, exercising his conscience and applying such rules of law as he may be acquainted with, decides against X company in several of the law suits. X company becomes irritated and the following month files the suits with another justice of the peace. The first justice is thus deprived of an income. The net result is that the fee system has placed a premium on favoring the plaintiff in all civil cases.

If the same cases were handled in the Municipal Court, X company would file its suits with the Clerk of the Municipal Court, paying a \$2.00 filing fee in each case. These moneys would go only into the public treasury. No officer of the Municipal Court receives any fees whatsoever. When the cases are called for trial, the judge of the Municipal Court may rule against X company in several of the suits. X company, in irritation, next month files its suits elsewhere. No financial loss occurs to the judge since he is paid a flat salary each month. The judge of the Municipal Court, unlike the justice of peace, is thus removed from any financial interest in the outcome of any suit or proceeding pending before him.

In criminal cases no costs can be collected by a justice of the peace unless a fine is imposed against the defendant. The fine goes into the public treasury, but costs go to the justice. In the Municipal Court both fine and costs go to the public treasury. No financial interest, therefore, attaches to a finding of guilty.

JUSTICE OF THE PEACE COURTS A SURVIVAL FROM THE PAST

The justice of the peace court is a survival from England. It has the advantage of costing the public nothing to maintain. In districts where the local justice of the peace handles only a few cases a year, it is probably a satisfactory type of judicial institution. The volume of legal business in many communities of Illinois reaches a proportion which enables the incumbent of the justice office to drop his regular business and devote his entire time and attention to the business of being justice of the peace. In such instances a sufficient financial interest attaches to the

outcome of the cases to destroy the usefulness of the system.

The Illinois Constitution, adopted in 1870, set up the justice of the peace court for an agricultural state in an era of slow transportation. Modern transportation now permits any citizen to reach his county seat easily. Any case which may be brought before a justice of the peace might as well be tried in municipal court. To abolish the office would require a constitutional amendment - - almost impossible to achieve under our present amending process. The legislature, however, by reducing the number of justices in the state to one, could practically do away with this outmoded form of administering justice. At the same time, the office of constable could be eliminated.

RELATION OF THE JUVENILE COURT TO EVANSTON

Evanston children who run afoul of the law, if their cases reach the courts, are taken to the Juvenile Court of Cook County. A branch of the Circuit Court and the first Juvenile Court in this country, it has original jurisdiction over dependent, delinquent and neglected boys under 17 and girls under 18, with continuing responsibility until the age of 21. It has jurisdiction over children who have passed their tenth birthdays. The age of criminal responsibility in Illinois is 10 years and at the decision of the state's attorney, the child may be tried in the Criminal Court. The Juvenile Court exists only by sufferance of the Criminal Court which can and does put teenagers into the penitentiary. There is thus an overlapping of jurisdiction and sometimes double control by the two courts.



To help correct this, it has been suggested that the Juvenile Court appoint a referee to sit in Evanston. Because of the confusion and delay now confronting the child who is accused of lawbreaking, such a referee would act as an assistant to the judge. His ruling would have the same effect as the regular judges' unless an appeal were made from his decision. If appealed, the case would be referred back to the judge of the Juvenile Court. In many cases the parents are involved. They are tried in one court, the child in the Juvenile Court. Neither judge gets all the facts pertinent to the case.

The present judge of the County Juvenile Court feels that a Family Court would be the answer to much of the confusion, delay and repetition now necessary in the handling of juvenile cases.

Chapter VIII

PUBLIC WORKS

The Department of Public Works in Evanston is responsible for a large share of the municipal government. It is housed in the Municipal Building at Lake Street and Oak Avenue. Under its supervision are water supply, sewers, streets, street lighting, alleys, sidewalks, traffic engineering, planning of public construction, parks and recreation. The Commissioner of Public Works is the administrative head of the Department and the purchasing agent for all the City departments. He is appointed by the Mayor, with the approval of the Council, and must possess executive ability and an engineering background.

OUR CITY STREETS

Evanston covers an area of 8.2 square miles (5,250 acres) of which eighteen per cent is streets. The grid-type of street pattern was made by the early subdividers when the largest part of Evanston was laid out, prior to 1890. Subdividers have always had to submit their street plans to the City Council for approval and in recent years the plans have been channeled through the Evanston Plan Commission in an effort to make the most attractive and effective use of the land.

There are 135 miles (980 acres) of streets, 116 miles of which are paved. The average width is 60 feet from the edge of one sidewalk to the edge of the other. The width of the street was determined by the original subdivider, and the width of the street paving between curbs and parkways depended on the total street width. Thus our paved areas and parkways are of varying widths. The standard residential sidewalk width, 5 feet 4 inches, has been the same for the past fifty or sixty years.

The City may widen street paving. Usually people on both sides are consulted. It is possible for the City Council to pass an ordinance to vacate a street under certain conditions. The vacated areas then revert to the owners of adjacent property.

Maintenance of the streets and alleys is the responsibility of the Street Division of the Department of Public Works. The principal responsibilities of this division are:

- Garbage and rubbish collection and disposal

- Repair and maintenance of all improved and unimproved streets and alleys

- Sweeping all improved streets and alleys

- Plowing snow from streets and sidewalks throughout the city

- Loading and hauling snow from the business districts

- Skid-proofing icy intersections by spreading salt and cinders

- Maintenance and repair of bridges over the Sanitary District

Canal within the City Limits

Maintaining, repairing and garaging of all city-owned motor equipment, except that of the Police and Fire Departments. This division is administered by a superintendent and over eighty employees.

The Department of Public Works operates 9 rubbish trucks, 9 enclosed garbage trucks, 19 dump trucks, 2 mechanical sweepers, 2 motor graders, 3 front end loaders, several tractors, a snow loader and other miscellaneous equipment.

The Evanston Street Department is attempting a solution of the street cleaning problem. This involves removal of enough cars from the streets at one time so that the mechanical cleaners can work effectively. According to the 1947 report of the Street Division, the latest available at this writing, the streets in the residential districts were swept mechanically approximately six times during the year, and the business districts several times each week. This service cost \$5,803.56 for the year, or \$.08 per capita. In addition, several hand sweepers are employed in the business districts, supplementing the mechanical sweeper.



The removal of fallen leaves and of snow three inches or more deep are major items in the work of this Division. In 1947 it cost \$4,476.96 to remove the leaves, and the per-capita cost of plowing snow from residential areas and plowing, loading, and hauling the snow from the business districts was \$.19, or a total cost of \$13,510.62.

The main problem in street maintenance is inadequacy of funds. The cost of paving streets as well as providing sewer, water, lights, and sidewalk, is paid for by the owners of abutting property benefited. The State and County do not participate at all in the original cost. The City receives approximately 25 per cent of real estate and personal property taxes. Slightly more than two cents of each tax dollar goes to street maintenance. The money from the vehicle tax is also used on streets. The County does no street maintenance in Evanston. Part of the State Motor Fuel Tax funds allotted to the City may be used for maintenance of state highways and arterial streets approved by the State. The City's share of Motor Fuel Tax funds is the principal source of funds for reconstruction, widening, or re-surfacing streets.

ALLEYS

Evanston has 64 miles of alleys, of which about 15 miles are paved. Alleys may be paved when there is agreement of the abutting property owners, either by special assessment (petitioned by the owners and submitted to the Board of Local Improvements and the County Judge) or by private contract let by the property owners involved, the city supervising the job. The latter method is cheaper, and considerably more expeditious.

Garbage is collected twice weekly. The Street Division has nine enclosed trucks, which provides a truck for each route and one for emergency use. Incineration has proved to be the most satisfactory method of garbage disposal. Collection and disposal of garbage was provided at a cost of \$92,001.94, or \$1.31 per capita, for the year 1947 (the latest data available in June, 1949).

Rubbish is collected on an average of once in ten days from alleys and once a week from parkways where no alley adjoins the property. Collection and disposal of rubbish for 1947 cost \$73,234.50, or \$1.05 per capita. Rubbish is used as dry fill for the clay pit at Dodge Avenue and Oakton Street which is to be converted into a playfield of 55 acres. The City plans to follow a similar procedure with the Doetsch pit in northwest Evanston.

In the past, alleys have been considered necessary for barns, garages, delivery services, and collections of garbage and rubbish. City planners feel that some alleys in residential districts could be eliminated thus creating more yard space. Alleys are necessary where they furnish the only access to garages, and in business and apartment areas where they are used for deliveries.

SIDEWALKS AND PARKWAYS

Installation of new sidewalks is the responsibility of the property owner. On request, the City does patching of damaged walks and when old walks must be replaced the City will cooperate with the owner, paying one-half of the cost.

The care of parkways is a responsibility of the Parks Division. Weeds and grass are mowed twice a year from unkept parkways. In caring for the trees, the first interest is the removal of dangerous branches and dead trees. Requests from property owners for pruning parkway trees are given as prompt attention as time permits.

STREET LIGHTS AND TRAFFIC SIGNALS

Evanston has an ornamental street lighting system consisting of 5,018 units. Lights are spaced approximately 150 feet apart in residential areas with closer spacing and larger units in business areas and on important thoroughfares. There are 20 power distribution centers throughout the City, where lights are turned on approximately 20 minutes after sunset and turned off approximately 20 minutes before sunrise by means of astronomical clocks. Outages may be reported to the Public Works Department or the Police Department.



The system was installed in 1932 by special assessment at a cost of \$1,100,000, and is now maintained under private contract by the Commercial Light Company. The cost of maintenance and current for the ornamental system was approximately \$51,000 in 1947.

A full-time Traffic Engineer has charge of all the signs, sig-

nals, parking meters, and other physical aspects of traffic. He has seven full-time assistants to do sign work, paint lines on the streets, work on traffic signals, parking meters, etc. All requests, complaints, and references involving anything of a traffic-engineering nature are referred to him. His recommendations are then considered by the City Council for their action.

A factual approach is used in determining recommendations to be made. An Accident Spot Map and the Police Accident Record System are the basis for investigating all complaints, requests and references. Collision and condition diagrams, if not already available, are drawn by volume, speed checks are considered, and engineering data on street widths, grades and alignment are investigated before a decision is reached. A high-accident intersection list is kept up to date to determine locations at which studies should be made. Every request, whether it be for a loading zone or a progressive coordinated system of traffic control, is considered on an engineering basis, using as a foundation all Police Accident Records and Spot Maps.

A great deal of time is spent on surveys of view obstructions which may consist of signs, bushes, hedges, weeds, etc. The Traffic Engineer must work in close cooperation with the Street, Park, and Police Departments, and the Plan Commission.

EVANSTON'S TRAFFIC PROBLEMS

Most Evanstonians are aware of the greatly increased flow of traffic on our city streets since the end of the war. It has come to be a major problem in the life of the city. In recognition of this development, the Evanston Plan Commission made a traffic survey in May, 1947, in cooperation with the Cook County Highway Department.

Analysis of the findings revealed the following facts:

- 1) The number of trips in and out of Evanston by automobiles and trucks (95,000) on an average day is approximately one-fifth the daily volume of the Chicago downtown business district. Passenger cars make 88 per cent of the trips and trucks 12 per cent.

- 2) Eighty-five per cent of the passenger car traffic, or 34,000 cars a day, are driven by Evanston residents going out of the town during the day or by residents of other communities coming into Evanston. The remaining 15 per cent, or 6,000 cars, are through traffic, starting from outside Evanston for a destination beyond Evanston.

- 3) Half of the passenger car traffic between 7 a.m. and 1 p.m. is coming into Evanston. This indicates that Evanston is a traffic magnet, capable of drawing as much traffic to it as goes away from it or through it.

Our problem is to provide means whereby people can come into Evanston to shop, work or visit, and whereby Evanston residents can leave the town for various purposes, in such a way that traffic will flow smoothly, swiftly, and safely, without congestion, detriment to residential neighborhoods, or danger to pedestrians. This

also involves the parking problem, discussed later.

On the basis of these findings, traffic experts were requested to make a Highway and Transportation Plan for Evanston, which analyzes the internal and external factors of our problem and reviews various plans for traffic routes to determine which one would most adequately serve our city. This survey was completed in June 1948.

Most of the through traffic runs on Sheridan Road, Ridge Avenue and Green Bay Road, rather than Skokie Boulevard, which was designed to carry through traffic outside the city limits. The small amount of through traffic using McCormick Boulevard indicates its ineffectiveness as a by-pass.

THE PROPOSED EDENS PARKWAY

A new express-way, Edens Parkway, is under construction. This Parkway will connect with the projected Northwest Superhighway within Chicago and with the present Outer Drive, just north of the Loop. It will attract much of the traffic now using our city streets as north-south routes between the north suburbs and Chicago. Edens Parkway will follow approximately the line of the present Skokie Boulevard and Cicero Avenue from the Cook County line to the city limits of Chicago, providing sustained, pleasant and safe travel at speeds of thirty or forty miles an hour. It is assumed that traffic from the north limits of Kenilworth and Wilmette, destined for Chicago, will be attracted to Edens Parkway, and it is estimated that it will attract approximately fifty-five per cent of the through traffic now using north-south streets in Evanston. The Edens Parkway and the Northwest Superhighway are scheduled for completion within five years.

In spite of the relief afforded by Edens Parkway, traffic movement will still be heavy on the city's principal streets. But the traffic that will remain on Evanston streets after the construction of the Parkway will be principally that which is generated in or destined for points in Evanston.

A NORTH-SOUTH ARTERIAL ROUTE

A city exists through the movement of people and goods. Commercial activity in Evanston is keeping pace with the rapid growth of its population. The first consideration in the solution of our internal traffic problem is the selection of a north-south arterial route, which will connect the principal routes at both city limits, and which will carry reasonably close to the shopping district.

The northern extension of the Outer Drive of Chicago has been considered. But this project, which would be excessively expensive, would attract only 30 per cent of the traffic bound for local destinations, and the cost would run in excess of two or three million dollars per mile.

A major highway along the line of the Northwestern Railway has

also been discussed. This would be expensive and of little benefit to Evanston, as a traffic use analysis has disclosed that two-thirds of the traffic on Ridge and Sheridan is short distance traffic which could not be attracted to a high speed highway.

A grade separation at the intersection of Green Bay Road, Ridge Avenue and Emerson Street is planned which will eliminate the present bottleneck at that location. This will be a logical north terminus for an arterial route to serve north-south through traffic, as well as traffic from the central and western sections of the city.

According to the report, Ridge Avenue is an ideal location to intercept major traffic routes at the north and south limits of the city, and is close enough to the shopping district to serve a large number of vehicles destined for downtown Evanston.

The total estimated daily volume of traffic on Ridge Avenue by 1960 will be approximately 15,000 vehicles. This is less than a 20 per cent increase in the present traffic volume. With its four lanes, each nine feet in width, and parking prohibited along each curb, this street serves today's needs reasonably well.

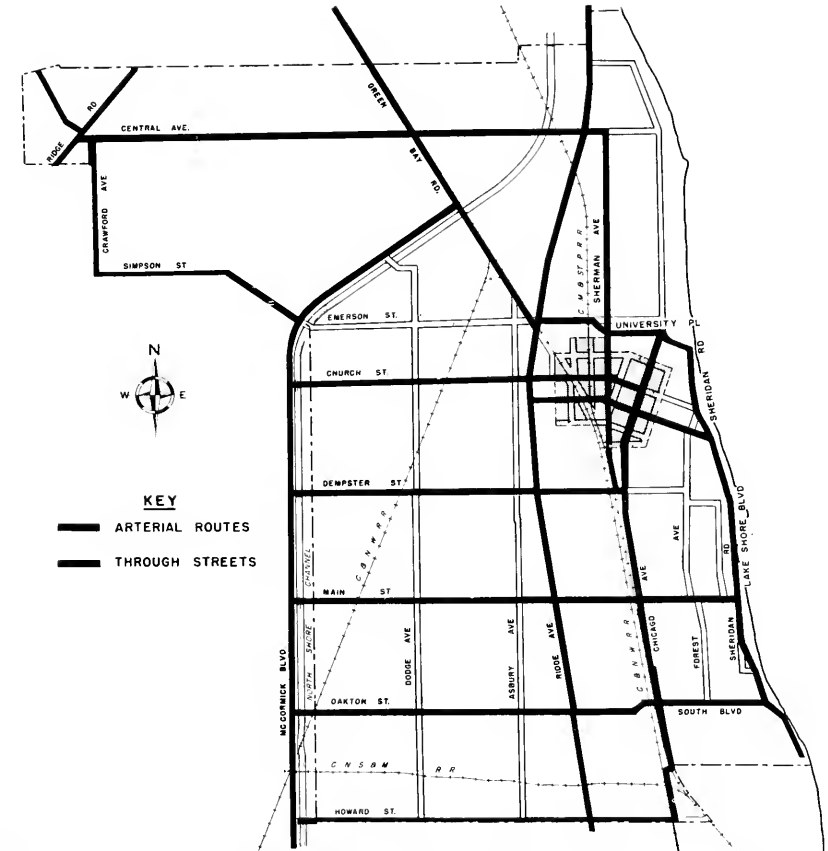
The proposal to widen Ridge Avenue to provide for heavier traffic was rejected by the City Council and the Plan Commission because of public protest. If bus stops were cut into bays, out of the line of traffic, the present difficulty arising from the operation of buses on Ridge Avenue would be greatly reduced. This would increase the traffic carrying capacity of this street, especially during rush hours. These improvements would be relatively inexpensive, would require the acquisition of no additional right-of-way, and would remove but few of the trees along the avenue.

Thus, Ridge Avenue south of Emerson, and Green Bay Road and Ridge Avenue north of Emerson would make an arterial highway to serve north-south through traffic movements, as well as local traffic from central and west Evanston.

Even with this arterial route west of the Northwestern Railway, there is still need for a major trafficway to serve the area between the railroad and Lake Michigan. This traffic is largely accommodated at present by Sheridan Road. The traffic using this street is predominantly local and would not be diverted from the most direct line of travel, even though an improved facility is provided on Ridge Avenue.

The University generates considerable pedestrian traffic across Sheridan Road, and the present status of this street as a major traffic route makes a serious hazard for this pedestrian movement. With the completion of the Emerson Street grade separation, it would be desirable to route the through traffic to the grade separation, and thence via Ridge Avenue to Sheridan Road farther north, by-passing the campus altogether.

The Highway and Transportation Plan made for the Plan Commission by H. W. Lochner and Company recommends that Sheridan Road be improved south of University Place as a major traffic route, using Lake Shore Boulevard and opening Sheridan Road between Main and Lee Streets, through Sheridan Square to Sheridan Road past Calvary



RECOMMENDED MAJOR STREET SYSTEM

(EVANSTON PLAN COMMISSION)

Cemetery. University Place should be used westward to the Elevated tracks where a diagonal connection can be made to Emerson Street.

Since the opening of Edens Parkway and the Northwest Superhighway will greatly affect the traffic flow through the community, the Sheridan Road - Lake Shore Boulevard route improvement should be postponed until after the completion of these expressway projects. The recommended major street system for the city of Evanston is shown on the accompanying map.

The arterial routes, Ridge Avenue, Dempster Street, Green Bay Road and McCormick Boulevard, would be the principal traffic arteries of the system. They ought to be at least four lanes wide with traffic lights so timed as to provide continuous movement for the majority of vehicles.

The through streets will carry the remaining trips of more than a few blocks in length, and should be two or four lanes wide, according to the volume of traffic they must serve.

EAST-WEST ROUTES

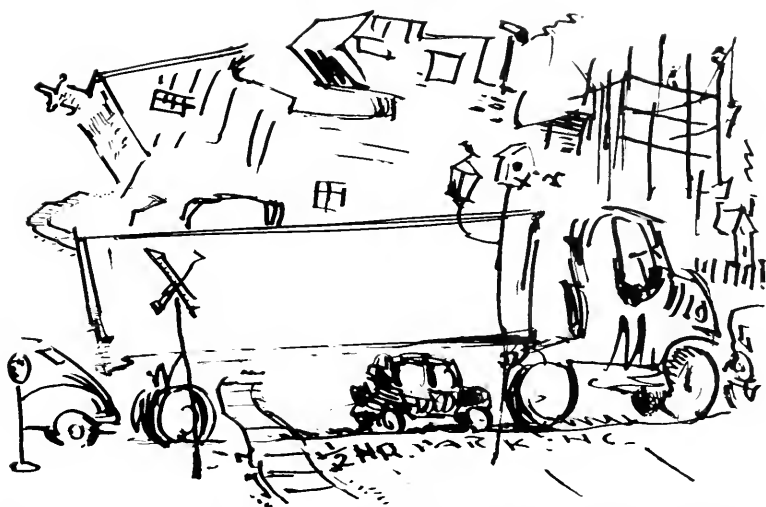
Because of the rapid growth of Skokie and the consequent heavy traffic between it and Evanston, the principal east-west streets have been extended into Evanston as through streets. Dempster will serve traffic to and from Skokie as well as suburbs farther west.

Delivery and transfer of merchandise within Evanston requires much the same type of facilities as do passenger cars. Most of the trucks for this purpose are lightweight, and their use of the major streets will cause a minimum of disturbance in the general movement of traffic except in the case of Ridge and Sheridan Road. On Ridge the traffic lanes are not wide enough to mix truck and passenger traffic, and on Sheridan the use of trucks could be detrimental to the street and the neighborhood. Chicago Avenue could conveniently accommodate most of the north-south truck traffic through the eastern part of the city. Heavy, long-haul trucks should be diverted around the city over McCormick Boulevard.

It would be desirable for local bus operations to be routed with the important traffic movements on the major streets, thus permitting residential streets to be used for activity of a local nature only. The local transportation operators are at present studying the re-routing of many of the transit lines.

THE PARKING PROBLEM

The expanding commercial development has produced the usual growing pains. Along with most American cities, Evanston has a major parking problem. Most North Shore shoppers shop by auto. Many workers also come to work by auto. Between 9 a.m. and 5 p.m. on an average weekday, 11,200 cars park in the 2,500 available spaces in the Fountain Square area. 1,210 spaces are in parking lots or garages, the rest along downtown curbs. 1,150 are restricted as to time occupancy. The traffic experts who made the parking



study reported that curb restrictions are well posted, spaces exceptionally well defined, and time restrictions more vigorously enforced than in other cities.

Fifty-eight per cent of the downtown parking is by non-Evanston motorists. The streets simply cannot accommodate all the cars needing parking space. There is an apparent overload of some 200 vehicles, which results in double parking, cruising, and other traffic nuisances. The City Council, Chamber of Commerce, and Plan Commission are collaborating toward a solution of the parking headache. Several new parking lots have been opened by the merchants and the City. After much study, parking meters were installed in May, 1948, to cause a greater turnover of curb parking spaces. The meters make enforcement easier, educate the parker to the realization that he must pay for the use of convenient parking, and provide the basic financing for the off-street expansion problem.

The meters do not solve Evanston's parking problem since they provide no more space for parking. Traffic experts have been called in to recommend the best possible development of additional facilities. They are recommending a program to provide about 420 more parking spaces for shoppers close to the Fountain Square area and some 260 spaces for the all-day parker, whom the meters have unfortunately pushed into residential side-streets. A combined parking lot and bus terminal would be placed near the center of town. Three other off-street parking lots on each side of the business area would also be established as well as additional space for the all-day parkers.

The estimated total financial requirement of the program is \$850,000. The curb meters in the downtown area brought in approximately \$8,700 a month the first year of operation ending May 3,

1949. With this revenue, each of the facilities could certainly be liquidated over a thirty-year period and in all probability in from 10 to 15 years. The Illinois legislature has recently granted cities the authority to sell revenue bonds to finance the acquisition and operation of off-street parking spaces. These bonds would not be obligations against the general corporate structure of Evanston, but rather against the revenues produced by the facilities. It has been recommended that Evanston's program be so financed.

Such a program will take several years to put into effect. The need is immediate, however. The traffic engineers recommend an interim program, based on the improvement of existing off-street lots, not now used to maximum capacity, and their consolidated operation by the City. Already the City has begun to use parking-meter revenue to purchase off-street parking facilities and over \$45,000 was allocated from these revenues in the 1949 budget for this purpose. It is hoped that eventually these parking areas bordering the business district and properly landscaped will serve as protective barriers for the nearby residential areas.

Not only is the Fountain Square area congested. The neighborhood shopping areas are suffering from the same trouble. Off-street expansion is a "must" for these districts and plans are now under way to provide better facilities especially in the Central Street and Main Street areas. The situation in the Howard Street district seems to be under control at present, although a bus terminal would be desirable.

OUR WATER SUPPLY

Evanston is fortunate in being located on Lake Michigan where an abundant supply of fresh and reasonably soft water is available. Only a minimum of treatment, pumping, and distribution is necessary to provide plenty of safe, clear, palatable water.

The water works is located on Lincoln Street between Sheridan Road and the lake, and consists of a pumping station and a filtration plant. It is owned and operated by the City of Evanston, with funds obtained by the sale of water measured by meters on each service.

The Water Department is divided into four divisions: pumping station, filtration plant, meter division, and water mains division. All are under the supervision of the Superintendent of Water, who in turn reports to the Commissioner of Public Works. Each division has its own foreman who is in direct charge of the division personnel. Approximately forty persons are employed by the department.

The raw lakewater flows by gravity through two cast iron pipes, one of which extends 5,600 feet from shore, and the other 2,600 feet, into a well. It is pumped from this well by one of four low-lift pumps to the mixing chamber at the filtration plant. Here three chemicals are added: aluminum sulphate for the removal of turbidity, activated carbon for the removal of tastes and odors, and chlorine for the removal of bacteria. After a thorough mixing

of the chemicals with the water, it flows through the sedimentation basins where most of the suspended matter settles out. The water then flows into the filter plant and passes through sand filters which remove the balance of the turbidity. When it leaves the filters, fluorine is added as part of the current experiment to determine its effect in preventing tooth decay. The water then enters underground reservoirs, where it remains until needed by the consumers. The high-lift pumps lift the clear water from the reservoirs and pump it into the water mains from which it enters each consumer's tap through a service pipe.

Every precaution is taken to assure a continuous supply of water in any quantity required by consumers. A qualified chemist makes daily tests to determine the safeness and palatability of the water. The matter of a continuous supply necessitates the provision of adequate spare equipment so that the failure of any one pump, boiler, pipe line, basin or filter will not interrupt the service. In the past no interruption of service has occurred.

Since the close of the war the resumption of building has caused demands on the water works, which, if allowed to continue without increased facilities, would cause a serious water shortage. To forestall such an occurrence, construction of an addition to the water works large enough to meet our needs for many years is now under way. The work should be completed by late fall, 1949.

The new construction will increase the filter capacity from 24 to 48 million gallons per day. A new chemical building and new mixing and settling basins will provide improved treatment facilities. A new high-lift electric pumping station will be built on land east of the present site, with 74 million gallons per day capacity. Three pumps will operate either with electric motors or gasoline engines thereby providing the two sources of power which have made the present station so reliable. The old pumping station, with all the old equipment removed, will be remodeled into a service building to house the meter, water mains and billing divisions. This will bring all divisions of the Water Department to one location for the first time and will make coordination of personnel and equipment much easier.

The cost of the new buildings and equipment will be \$2,750,000 and the financing will be done by the sale of water revenue bonds. Retirement and interest on the bonds, estimated at \$125,000 per year, will be derived from revenue from the sale of water to consumers.

In order to provide the revenue needed to finance the expansion program, a revised water rate schedule was approved by the City Council, effective April 1, 1948.

Under the previous rates, the water works has yielded a net revenue to the City averaging \$247,000 a year over a twelve-year period. The amount fluctuates with climatic changes, such as wet or dry summers. This water revenue is an essential element in the city's finances. If it is reduced, the city's budget must be correspondingly curtailed, and important city services must be eliminated. For this reason the water revenue bonds must be financed by

increasing the water rates sufficiently to add \$125,000 a year to water revenues.

In 1948 the water works pumped over 5 billion gallons of water, an increase of 16.7 per cent over 1947. An increased use of air-conditioning in Evanston business buildings has already caused a big increase in the use of water in the hot months, and the water department is trying to foresee the possible future demand, if normal growth of the business and professional areas occurs.

The program looks ahead, too, to the time, possibly not far distant, when Evanston will be a city of 90,000. It is more than probable that we shall continue to supply Skokie, which now takes approximately 17.6 per cent of our output. On the basis of this certain future business, the issuing of \$2,500,000 in water revenue bonds was well justified.

EVANSTON'S SEWER SYSTEM

The Evanston sewers consist of a combined storm and sanitary sewer system intercepted by sewers of the Sanitary District of Chicago. City sewers formerly discharged into Lake Michigan, but today the sewerage proper of Evanston is intercepted by the sewers of the Sanitary District of Chicago and carried to the sewage disposal plant at Howard and McCormick, where it is processed into clear water and sterile sludge.

Several of the sewers discharging into Lake Michigan are still maintained as overflows, but only discharge storm water after very severe rainstorms.

The sewer system is administered by the Commissioner of Public Works, and the work is in charge of a Superintendent of Sewers. All repair and cleaning of the sewers is done with eight men. The Sewer Department in the maintenance of city sewers cleans from 50 to 75 thousand lineal feet of sewers a year, and more than 5,000 catch basins. Leaves and other material removed from catch basins amount to more than 2,000 cubic yards per year. Repair of drainage structures and replacements of sections of sewers which have deteriorated are undertaken when necessary.

Construction of sewers is done by the City, and the work is let out by contract to the lowest bidder and paid for by special assessments against improved properties. Some small sewer extensions have been made by private contract on permit from the City, and paid for by real estate developers.

The sewer system is inadequate for storm water drainage. The main sewers have from one-tenth to one-quarter the desirable capacity. Broadly considered, the Evanston sewers are little better than sanitary sewers, leaving the disposal of storm water run-off an unsolved problem. This creates a severe health hazard for when storm water overburdens the sewers, they back up and basements are flooded with sewage. According to the Health Commissioner, the possibility of an outbreak of disease faces all residents of Evanston until adequate facilities are provided to prevent the flooding of basements.

In 1938 the firm of Alvord, Burdick and Howson, Engineers, made a survey of the city sewer system and presented a Report on Storm Water Drainage.

The Report recommended that storm water relief for all the area east of Ridge Avenue be provided by separate storm water sewers draining to Lake Michigan. Adequate storm drainage for the rest of the city can be provided most economically by building relief sewers connected to the existing combined sewer system.

The engineers divided Evanston into three areas, with the estimated costs for each area: East of Ridge (storm sewers), Northwest of the Canal (Relief sewers), and Between the Canal and Ridge Avenue (Relief sewers). The estimated total in 1938 for the entire city was \$5,884,420. The City Council could determine no feasible method of financing the project at such cost at that time. It was felt that a city-wide bond issue would be defeated and that neighborhoods would not approve special assessments.

It was estimated in 1948 that construction costs had increased at least two-thirds since the original estimates were made. Currently the project will cost approximately \$10,000,000. In view of the health hazards outlined above, it is obvious that in spite of the increased cost, the unpleasant necessity of improving our sewer system must be faced.

There are five possible methods of financing the costs:

1. General obligation bonds, which must be approved at a city-wide referendum and become an obligation of the entire city.

2. Special assessment, which must be approved by property owners of the district being improved. In 1939 it was estimated that the improvement of the worst part of the northwest area would average \$12.30 a front foot, or \$600 per fifty-foot lot. Today it would be \$1,000 per fifty-foot lot. Payments could be spread over a term of twenty years. The new Special Assessment Act, approved August 7, 1947, attempts to remove some of the stigma attached to special assessments by controlling their use, simplifying the proceedings, and insuring investors against loss.

3. Combined water and sewer revenue bonds, which must be approved at a city-wide referendum and paid from water rates, which have already been raised to pay off the bonds financing the present expansion of the water plant.

4. Sewer revenue bonds. The City has been advised by investment firms that (1) sewer revenue bonds would have to be paid off from revenues derived from the city as a whole; (2) the sewer improvements financed thereby would have to be city-wide; and (3) sewer revenue bonds are not too popular and would require an interest rate of 3 to 3½ per cent. Such a rate of interest on \$10,000,000 over a forty-year period would require an annual amortization cost of \$468,273, and result in an ultimate total of \$18,730,920, or an increase of 87 per cent over the original construction cost.

5. Pay-as-you-go method. There appear to be two sources of income to finance a pay-as-you-go plan. This method is much slower, but it would ultimately save millions of dollars in interest costs.

In addition part or most of the work might be done in a period of deflation. This would create work, avoid high construction costs, and possibly save Evanston citizens some money through Federal financing of part of the costs.

The two sources of income are as follows: (1) Sewer charges, which may be established by the City Council for the use and service of the sewerage system, even though bonds are not issued. Revenue of other cities from this source approaches \$1.00 per capita. (2) Sewerage Fund Tax, which may be levied by the City Council for the extension and laying of sewers in the city and for the maintenance of these sewers. Revenue from this source could amount to from \$32,000 to \$192,000 per year.

The Sanitary District of Chicago is constructing an intercepting sewer to run along Green Bay Road from Grant Street at the Canal to Isabella Street and north through Wilmette, Kenilworth, Winnetka and Glencoe. This sewer will provide some relief for our storm-water problem, especially in alleviating the flood conditions at the Central Street viaduct. It will also be helpful in the carrying out of any plan of city-wide sewer construction.

Massive as the construction appears to be, it does not in itself take care of Evanston's needs. Our present inadequate sewer system presents a problem which must be faced eventually.

Parks and recreation, though under the supervision of the Department of Public Works, will be discussed in another chapter.

Chapter IX

PUBLIC UTILITIES AND TRANSPORTATION

Services to the general public owned and maintained by private corporations are known as Public Utilities. These include telephone service, gas and electricity and transportation as provided by the elevated line, railroads and bus companies.

The Illinois Commerce Commission has complete jurisdiction over rates and operations of all utilities, local and otherwise, within the state. This control is deemed necessary since interruption of services or unlimited rise in rates would work a hardship on the public.

In Evanston the public services operate under franchises which are permits granted by the city to the utility companies to install, operate and maintain their equipment within the city limits. For the use of the city's streets, alleys and thoroughfares, the utilities pay local taxes on real estate and personal property which amount to an important share of our income.

A quasi-utility is the taxicab service provided by both independent and corporate owners. Taxicabs are licensed by the city and the number of vehicles given permits is determined by the City Council.

GAS AND ELECTRICITY

The Public Service Company of Northern Illinois provides gas and electricity to Evanston. Its franchise, granted by the City Council until 1963, gives the company the exclusive right to operate in the city and use its streets. Under certain conditions it is necessary for the company to obtain a permit from the Department of Public Works and pay a fee to the city in order to open a street or alley.

The company gives many special services: an appliance repair shop, a lamp exchange service, lighting and power engineers who advise customers, demonstrations in its auditorium for local organizations such as the P.T.A. and church groups, and special classes where boy and girl scouts may earn merit badges.

Headquarters offices, open for telephone service twenty-four hours a day, handle emergency calls dealing with gas or electric breakdowns in homes as well as in public buildings.

The company hopes to be able to continue to expand its facilities to handle the growth of the community by eventually removing overhead lines and replacing them underground.

Keeping up with the development of the modern electric system that we know today, the company on June 15, 1949, was authorized by the Illinois Commerce Commission to discontinue operation of its old central hot-water heating system, known as the Yaryan sys-

tem. It had been serving a small number of Evanstonians since 1900 when many residents in the central part of the city heated their homes with the hot water that came from a steam-engined generating plant at 815 Grove Street. As more modern central heating plants were installed in homes the Yaryan method became outmoded. Discontinuance of the system marks the passing of a landmark identified with the history of Evanston.

TELEPHONE SERVICE

Subscribers are served in Evanston by the Illinois Bell Telephone Company whose rates are determined by the Illinois Commerce Commission. Since 1944 when the franchise expired the city has been carrying on negotiations for a new one which might provide service to the city government largely without cost.

Evanston has no power to tax telephone service without permission from the state. The company pays taxes on its real estate and personal property within the city which make it and the Public Service Company of Northern Illinois among our largest taxpayers.

Bell Telephone renders many special services within Evanston: radio circuits, radio stations, music channels, radio circuits for police, circuits to city for meters at certain tanks, mobile telephone service, ship to shore calls, teletype service, etc.

Evanston's 33,050 telephone subscribers are offered a variety of services: single line, two-party and four-party local area services and metropolitan service. The latter, for a slightly higher monthly rate, permits a reduction in toll charges as well as unlimited calls in certain suburbs and parts of Chicago without toll. The city has had dial telephones since 1930 and Chicago and many suburban numbers may be dialed direct.



The local telephone directory is printed every nine months by the R. R. Donnelly Company. The deadline for a change of address or telephone number is approximately one month previous to the date of delivery. The Evanston directory includes listings for suburbs west and north of the city. The Chicago Suburban Directory, which may be obtained on request, lists the entire suburban area of Chicago from Waukegan to Gary, Indiana, and as far west as Elgin and Aurora.

Telephone rates, which vary among municipalities, are fixed by the Illinois Commerce Commission in such a way as to enable each town to carry its own operating overhead. In December, 1947, the Illinois Commerce Commission confirmed and made permanent telephone rate increases in Evanston which had been temporarily in effect since July of the same year. It was the first general increase sought by the company in twenty-five years and was necessitated by the rise of wages and materials.

The Evanston office of the Illinois Bell Telephone Company takes care of Evanston alone. The company's plans for the future are to keep abreast of the development of the community and to

provide service for any future growth. While there is no backlog of unfilled orders the company is unable to furnish all types of phones and services desired because of the difficulty in procuring sufficient cable and copper and lead parts.

Another hindrance to better, more modern service is the delay in settlement of the company's application in September, 1948 to the Illinois Commerce Commission for a \$34,000,000 increase to cover higher wages and costs of operation throughout the state.

The commission was unwilling to take action on the case before January, 1949, when, after the administration defeat in the November election, its members' terms expired. A new commission, appointed by the new governor granted about a quarter of the increase in an interim order on May 12, 1949. As a result of this action rates of local service in Evanston were increased in June. The company believes the authorized increases are inadequate and consequently has appealed to the courts to approve the increases sought in the original application to the Illinois Commerce Commission in September, 1948. Meanwhile Evanston is somewhat affected by this bottleneck but not to the extent that other towns are.

TAXICABS

Evanston's taxicab service has been influenced by our proximity to Howard Street. Drivers state that they realize greater profit in short hauls available in that district. As a result telephone order service has been unsatisfactory for several years. The cab companies explain that it is virtually impossible to keep cabs at telephone stations when cruising and picking up fares at random is so much more profitable.

In an effort to provide Evanstonians with more dependable taxicab service, the City Council in 1947 amended the taxicab ordinance. This provided for a minimum rate of fifty cents, to be applied against the meter charge, for a cab called by telephone; an increase in the license fee from fifteen to thirty dollars; stipulation that every cab must run on meter; and a provision that cab numbers are to be assigned by the city and must be displayed on both sides, the rear and the inside of the vehicle.

Evanston cabs may take fares to Chicago but are not allowed to pick up riders in Chicago. Chicago cabs are not permitted to pick up passengers in Evanston.

There are 210 authorized cab licenses in Evanston, distributed among fourteen companies and individuals. One company, which has installed two-way radio service, advertises that it will fill telephone orders within fifteen minutes. Its drivers do not pick up passengers on the street.

BUS TRANSPORTATION

The Evanston Bus Company maintains sixty-three buses which provide local transportation on seven routes. During rush hours

they run from four to fifteen minutes apart, and during off-peak hours, from six to forty minutes. Three sizes of buses are now in service which seat thirty-two, thirty-six and forty-five passengers, and carry from fifty-five to sixty-five passengers with standees.

The bus system carries about 16,500 000 passengers a year a total of 1,850,000 miles. Total round trips of all buses amount to approximately six hundred, daily. Four hundred of these trips are to and from Howard Street.

Bus companies are organized and operated under Certificates of Convenience and Necessity issued by the Illinois Commerce Commission which take the place of franchises. The city of Evanston receives a fifty dollar license fee per bus per year, as well as a per capita percentage of the fuel tax paid to the state. The license fee is collected also from other buses which come into our community.

Rates, routes and condition of equipment are approved by the Illinois Commerce Commission which usually follows the recommendation of the bus company when it has been approved by the City Council. City officials or any group of residents may request consideration of new routes and extensions. The company then surveys the situation to determine if such added service is warranted. If it is, the company petitions the Illinois Commerce Commission for a permit on a trial basis. The Number 7 bus route, instituted in 1947, was a result, for example, of a petition of eighth ward citizens living in the newly developed section in southwest Evanston.

During the school year special buses are routed through residential areas to the High School. Buses may be chartered for special groups at rates dependent on the distance and time involved.

Fare rates may be opposed by the city as well as by any civic body of Evanston but must be approved by the Illinois Commerce Commission. The present rate is ten cents cash fare, six tokens for fifty cents and three cents for children between seven and twelve. Transfers between connecting routes are available.

The assets of the company are approximately \$1,000,000 and the ownership is closely held. Eighty per cent of the stock is owned by a Milwaukee concern and twenty per cent by a Chicago attorney. The company employs 130 people. Its relationship with the City Council has been cooperative and friendly. It cannot be absorbed by the Chicago Transit Authority without a referendum by the people of Evanston.

Bus lines which connect Evanston with nearby communities may establish their service with terminals or stops in Evanston with the permission of the Illinois Commerce Commission. The approval of the City Council or citizens of Evanston is not required. Although the Commission files all schedules of these bus companies and requires that they be filed also in each station or office where they do business, there seems to be no general source of information regarding stops, schedules or rates. The following companies provide services at present:

American Coach Company: Lincolnwood, Skokie, Morton Grove, Golf,
Glenview, Wheeling

Glenview Bus Company:	U.S.Naval Air Station, Glenview, Wilmette, Glenview Countryside, Northbrook
United Motor Coach Co:	Elgin, West Dundee, Barrington, Inverness, Deer Grove, Palatine, Arlington Park, Arlington Heights, Mount Prospect, Cumber- land, Des Plaines, Morton Grove, Skokie
Safety Transportation Company of Maywood:	Evanston to the Loop

INTERURBAN TRANSPORTATION

Evanston's connecting traffic links with Chicago are of vital importance to the life and growth of the community. Approximately 12,000 people use the elevated line and the Chicago and North Western Railway each day between Chicago and Evanston. No figures are available of the number of people who ride the North Shore Line with Evanston as destination, but many use it regularly. Since a large percentage of our population make the daily trip to Chicago the service available on the interurban transportation systems is of major concern.

THE ELEVATED LINE AND THE CHICAGO TRANSIT AUTHORITY

The Chicago Rapid Transit Company, which operated the elevated line, was taken over by the Chicago Transit Authority in October, 1947. The body was established by the state legislature as a public commission and ratified by referendum of the people of Cook County. The primary duty of the CTA is to improve the service of the metropolitan transit system with new equipment and adequate personnel. Another objective is to operate the system so as to derive sufficient income therefrom to meet the interest and installments on outstanding bonds of the Chicago Rapid Transit Company.

The governing and administrative body of the Chicago Transit Authority is the Chicago Transit Board, comprised of seven members. Three of the members are appointed by the Governor with the advice and consent of the Senate and four are appointed by the Mayor of Chicago with the advice and consent of the City Council. The board members are selected as residents of the area served rather than as representatives. Evanston has no representation on the board at present.

The territory of the Chicago Transit Authority extends throughout Cook County. Interurban service may be furnished by the Authority without obtaining franchises from the municipalities within which it operates. It is empowered to fix all rates, fares and charges, and is specifically exempt from any service or rate regulation by the Illinois Commerce Commission.

The right-of-way which the elevated travels in Evanston is owned by the Chicago, Milwaukee, St. Paul and Pacific Railroad. This road is subject to taxation by the city of Evanston, and in turn, the road bills the Chicago Transit Authority on a pro rata basis for the use by lease of its property.

Fares on the elevated line were raised in May, 1948 from fifteen cents to twenty cents for the trip from Evanston to Chicago. The

increased fare was necessitated by the raised wages of employees of the Chicago Transit Authority and in order to realize revenue with which to carry out the modernization program the Authority has planned.

This ten-year plan provides for the purchase of a total of 1,000 modern elevated-subway all-metal cars, if the purchase can be financed by operating revenues which are the CTA's only source of income. The first order of 130 cars will be used for a new Chicago subway which will be ready for operation in the fall of 1950. It is unlikely that new cars will be ready for the subway service between Howard Street and the Loop until after that time.



In order to save time between trains, a faster, more frequent all-express service on a skip-stop basis began on August 1, 1949 for all north-south elevated lines. The effect on Evanston was to provide only a shuttle service between Wilmette and Howard Street during off-peak hours. At Howard Street Evanston commuters must transfer from the shuttle to the subway. However, express service from Wilmette to the Loop is provided during the morning rush hours, and northbound in the evening rush periods.

Part of this program, as originally proposed, was to have closed the Isabella and South Boulevard stations. A wide protest by Evanstonians who used those stops was made to the CTA. As a result the shuttle trains and the morning and evening through expresses all stop at those stations. Many had feared that the CTA would effect changes to inconvenience Evanston commuters. The new arrangements, however, seem to indicate that the Authority is trying to improve its service in order to accommodate all in the metropolitan area. Future changes in the entire system may be expected to benefit Evanstonians as well as commuters from other sections.

Southwest Evanston is served by the Skokie Bus, operated by the Chicago Transit Authority which replaced the elevated line running west from Howard Street. On the basis of traffic carried, revenues received and flexibility of service, the bus seems to serve the area satisfactorily.

CHICAGO, NORTH SHORE AND MILWAUKEE RAILROAD

The Shore Line route of the Chicago, North Shore and Milwaukee Railroad travels along the same tracks as the elevated line from Wilmette to Howard Street, making stops at all Evanston stations as far as Church Street. The Skokie line runs west from Howard Street through Skokie to Mundelein.

The North Shore Line operates thirty-eight trains through Evanston daily. No figures are available to determine the number of Evanston-bound passengers. Locally, the chief function of the Shore Line route is to provide transportation between Evanston and the suburbs as far north as Waukegan and Milwaukee.

In 1948 operation of the Shore Line route was stopped by a strike of the employees who demanded working condition changes and higher wages. In a hearing before the Illinois Commerce Commission the president of the Line testified that the division could not operate at a profit even if the wage demands were abandoned. He requested permission to provide service with a bus system which would operate from Waukegan through Evanston to Chicago, and to abandon the Shore Line altogether.

A number of Evanston citizens opposed the bus route which was to run via Sheridan Road, Ridge, Sherman and Chicago Avenues, on the complaint that the proposed route would deteriorate residential areas.

The strike-bound North Shore Railroad resumed operation after three months for a six-month test period. During the test all accounting procedures were under the supervision of the Illinois Commerce Commission to estimate if it were possible to run the route at a profit. In May, 1949 a decision of the Illinois Commerce Commission permitted the railroad to drop fifty-four trains leaving the present total of thirty-eight.

Hearings on the bus line have been going on for two years and the officials of the North Shore Railroad hope to get the bus line regardless of the decision on the train service. Opposition to the bus line might be withdrawn if the proposed route were changed from the residential streets.

CHICAGO AND NORTH WESTERN RAILWAY SYSTEM

It is estimated that 2,950 persons travel each day from the four North Western stations in Evanston at Central, Davis, Dempster and Main Streets. There are forty-three trains to and from Evanston daily including the through trains all of which stop at the Davis Street station.

The main line right-of-way of the North Western was originally acquired in 1854-56 by deeds running to the Chicago and Milwaukee Railroad Company. This company no longer exists as it was acquired by the Chicago and North Western Railway. Government control of railway right-of-way is vested in the Illinois Commerce Commission and the Interstate Commerce Commission.

A program of smoke abatement and control was inaugurated by the road several years ago. Special training is given locomotive firemen. Smoke inspectors have been appointed whose sole work is to police the Chicago area to detect improperly fired locomotives. Strict operating rules pertaining to smoke are in effect.

The North Western paid ad valorem taxes on its operating property in Evanston in the amount of \$30,000 in 1946. Taxes on locally

assessed property amounted to an additional \$1,170. These taxes are apart from the federal taxes paid by the road. They are currently paid and are not delinquent or paid under protest. They constitute a part of the total taxes paid by the railroad on its property in Illinois of \$1,808,289.99 in 1946.

The Chicago and North Western trains make the trip from Evanston to Chicago in from twenty-one to forty minutes. For business commuters there is a good schedule of trains between 7:45 and 9:00 in the morning and between 5:00 and 6:00 in the evening. Between these rush hours, however, trains are few and far between.

TRANSPORTATION IN THE FUTURE

If our growing commercial center is to have enough shoppers to support it, it must be able to draw them from surrounding suburbs. Private automobile transportation will not solve the problem raised by the probable demise of the North Shore Railroad. Furthermore it would add measurably to an already congested traffic situation.

Some means of public transportation to replace the Shore Line must be found. The proposed North Shore Bus Route might solve the problem if it were routed off residential streets and did not compete with Evanston's own bus company.

A realistic solution of the city's transportation problems is needed. If enough stores are to prosper, enough shoppers from out of town must have means of reaching them other than by private automobiles, for which there is not sufficient parking space. If the new factories are to have enough workers they must draw upon some in neighboring towns and they must have a way of reaching their work. Traffic experts indicate it is economically impossible to provide enough off-street parking space to accommodate all the all-day parkers who drive here to work.

The proposed construction of the Emerson Street viaduct might prevent additional buses on Evanston streets as it would permit easier routing of heavy traffic from Green Bay Road via Benson Avenue into the shopping district. This is a possible partial solution.

A bus terminal, convenient to the business district, also would improve the effectiveness of our bus transportation between Evanston and other communities. It would provide a central place to unify the coming and going of buses. It could supply general information about schedules and serve as a sheltered spot for shoppers to await bus departures.

Chapter X

THE STATE OF EVANSTON'S HEALTH

Evanston is fortunate, indeed, in its health resources. A survey made by the American Public Health Association in 1945 revealed that on the whole Evanston's public health services are far better than average. The United States Public Health Service survey, made in the same year, reported "The Evanston Health Department stands out among the official agencies for its excellent health program." Evanston is fortunate, too, in having available the services of many well-trained private physicians and specialists. There are three fine hospitals within the city limits. Voluntary health agencies also play a large role in the Evanston health program.



The per-capita cost for health expenditure (\$3.19 in 1948) is higher in Evanston than in other cities of comparable size, proof of the old adage that good health is purchasable by any community that is willing to provide adequate support for public health services. Of this the four public agencies - City Board of Health and the three school districts - spent \$2.09 per capita; private agencies \$1.10.

Yet there remain areas in the health field in Evanston where needs are largely unmet and new problems arise each year to challenge the general public as well as the health agencies. Therefore, an active, informed citizenry is important if Evanston is going to maintain and improve its high standards of health protection.

Tuberculosis and pneumonia are the only communicable diseases still found in the ten leading causes of death. Diseases of degeneration, because of our aging population, are greater in number, with heart disease and cancer heading the list. Evanston's infant mortality rate betters the national average, showing the effectiveness of the medical, hospital and public and private health agencies provided in this community.

PUBLIC HEALTH SERVICES

Evanston has a Board of Health composed of three persons: the Mayor, the Commissioner of Health, and a private physician, both appointed by the Mayor.

The Department of Health, housed at 1806 Maple Avenue, is responsible for the administration of the official public health program of this city. It works in close harmony with the private health agencies, coordinating their services with those of the

Health Department. The services of the Department of Health are outlined as follows:

Public Health Nursing. The personnel of the Division of Public Health Nursing consists of seven graduate certified public health nurses. The program of the Division includes communicable disease control, tuberculosis control, venereal disease control, school health service in the parochial schools, and health education which has been emphasized in recent years. The nurses of the Health Department do no bed-side nursing. That service in Evanston is rendered by the Visiting Nurses' Association.

Communicable Disease Control. Communicable disease control is the most important function of every health department. The Evanston Department of Health maintains immunization clinics and cooperates with the Infant Welfare Society and private physicians in immunization programs so that such diseases as diphtheria, whooping cough, and smallpox are no longer threats in this community. Field visits of public health nurses to the homes of reported cases of communicable disease provide community and individual education.

Venereal Disease Control. The Department of Health maintains a Social Hygiene Clinic, which provides examination and treatment of persons infected with a venereal disease. The use of a ten-day period of intensive therapy in the treatment of syphilis has resulted in a marked change in the activities of the Evanston Social Hygiene Clinic. Patients with early syphilis, formerly treated in the clinic, are now referred to the Chicago Intensive Treatment Center. Cases of gonorrhea are treated in the Evanston clinic. Contact investigation is an important phase of the work of the Evanston Social Hygiene Clinic and every effort is made to investigate the contacts of each case.

Tuberculosis Control. The tuberculosis control program is conducted jointly by the Evanston Health Department and the Evanston Chest Clinic, the latter affiliated with the Tuberculosis Institute of Chicago and Cook County. The two agencies sponsor a continuous case-finding program. The Chest Clinic conducts regular semi-monthly clinics. Each fall a case-finding program is conducted at Evanston Township High School and a mass case-finding program took place in the fall of 1948 when the Chicago Tuberculosis Institute brought its mobile X ray equipment to Evanston. More than 27,000 persons were X rayed.

The acute need in this field is for a tuberculosis sanatorium nearer Evanston and the northern section of Cook County. In the fall of 1947, a new tuberculosis district was established by popular vote and money voted for the use of the new district, but it will be a matter of some years before a sanatorium can be built. At present it is necessary for all persons found to be tuberculous to leave Evanston to receive sanatorium care.

Division of Laboratories. This division consists of one director, one laboratory technician, and one laboratory assistant. Prompt laboratory services are very important in adequately administering communicable disease control in the community. The

Health Department provides this service which includes diagnostic tests and regular examinations of milk and water supplies. The specimens are provided largely by physicians, the Social Hygiene Clinic, and the Health Department sanitarians. Biological products furnished by the Illinois State Department of Health are distributed by the laboratory. Another function of the laboratory is keeping and processing all dog bite records in Evanston.

Sanitation. This department has a staff of three persons, two in the division of food and dairies, one in housing and sanitation. Environmental sanitation and regular inspections of barber shops, beauty parlors, laundries, industrial establishments, nursing homes, and day nurseries comprise the major activities of the sanitarian in the housing and sanitation division.

The work of the Foods and Dairies sanitarians is of tremendous interest because Evanston is an "eating-out" community with more than the usual number of restaurants and eating establishments. Therefore, the food handler is a key person in the community health picture. This department has conducted a series of food handlers' classes for employees of all eating establishments including restaurants, hospitals, schools, and colleges. Similar classes were conducted for milk producers and dairy and ice cream plant operators.

The City Council, in December, 1947, passed the present ordinance governing restaurants and eating establishments. This was adapted from and includes the standards embodied in the United States Public Health Service ordinance regulating such establishments.

Dental Caries Study. A research project on fluorine and dental caries is being done by the Evanston Health Department with the collaboration of the Division of Public Health Dentistry of the Illinois Department of Public Health, the public and parochial schools of Evanston and Skokie, and the Zoller Memorial Dental Clinic of the University of Chicago. During 1946, dental examinations of 4,000 Evanston and 400 Skokie children were made. Starting on February 11, 1947, fluorine in the concentration of one part per million was added to the drinking water supply of Evanston. Oak Park is to serve as the control community in the dental caries study and dental examinations of 2,500 Oak Park children were completed in November, 1947.

Cancer Diagnostic Clinic. The most outstanding new project in public health in Evanston in 1946 was the establishment of a cancer diagnostic clinic at St. Francis Hospital. This clinic is sponsored jointly by the hospital, the Evanston Health Department, and the Division of Cancer Control of the Illinois Department of Public Health. Patients are accepted in this clinic only when referred by a physician who has examined the patient. A complete report of the findings is made to the referring physician, who pre-



scribes such treatment as is necessary. The Evanston Hospital out-patient department also maintains a clinic for cancer diagnosis sponsored by the hospital and Northwestern Medical School.

Division of Vital Statistics. This division records birth and death statistics.

SCHOOL HEALTH PROGRAMS

The three public school districts, 75, 76, and 202, as well as the five parochial schools of Evanston, have an interrelated school health program, though separately administered. The parochial school program is directed entirely by the Evanston Department of Health.

In each of the public school districts any person employed by the schools in any capacity is required to have biennial examinations including chest X rays and blood tests.

All schools are in daily contact with the Evanston Health Department for the purpose of epidemic control and general health administration. School health personnel hold regular meetings with the Health Department staff.

In District 76 (South Evanston) there are five schools served by two nurses and one part-time physician. District 75 (North Evanston) has nine schools, one nurse supervisor, five staff nurses, and one part-time physician. District 202 (Evanston Township High School) has three nurses on duty all day and two physicians available for conference by appointment. Each parochial school has its own public health nurse and the services of a Health Department physician on a regular schedule.

The health services common to most of the schools include: medical and dental examinations, vision and hearing testing, first aid, weighing (a monthly project in some schools for the purpose of nutrition study), attendance checks for health reasons, conferences with teachers on individual problems, and occasional home visits. In general there is no time during the school day when the health service is not available. No sick child is sent home without first determining that someone is there to receive him, and he is taken home, where necessary, if he cannot be called for.

The school health services cooperate with other community and private agencies. The present intensive dental study of all school children, which will extend over a period of about fifteen years, while not initiated by the school health services, receives their complete cooperation, as also does a hearing survey now in progress. In the elementary schools, general physical examinations are not a regular part of the health service. Instead, the child is taken to his own private physician and the physician issues a report to the school. Most immunizations are also handled in this way and the percentage of children immunized is above ninety.

In addition to the specific "health" services, there are many special education services available to the school children of Evanston which are more or less directly concerned with health.



These are: the special education and treatment of the physically handicapped; classes for children with defective speech; special help rooms; sight-saving, deaf and hard-of-hearing rooms; visiting teachers for children confined at home and in the hospital (on the advice of a physician); psychological study of exceptional children and those with social maladjustment; physical education programs and after-school periods of activity under school supervision. There is a growing desire to correlate these many services with the teaching program for the purpose of general health education.

The public schools have a director who coordinates the services in all three school districts with all the social agencies in the city, county, and state.

VOLUNTARY HEALTH SERVICES

The Visiting Nurses Association is the only organization now in Evanston which gives general bedside nursing care. This care is available to all the sick in their homes on a visit basis, but must be under the direction of a physician.



The activities include maternity and orthopedic service, nursing in communicable and non-communicable disease cases, and care of the aged. The VNA activities also include health supervision of infants up to three weeks of age, nursery school inspections and first aid, classes for expectant mothers and fathers, and clinics at the Evanston Hospital outpatient department.

A loan and gift closet is maintained by the VNA for the use of patients - supplying

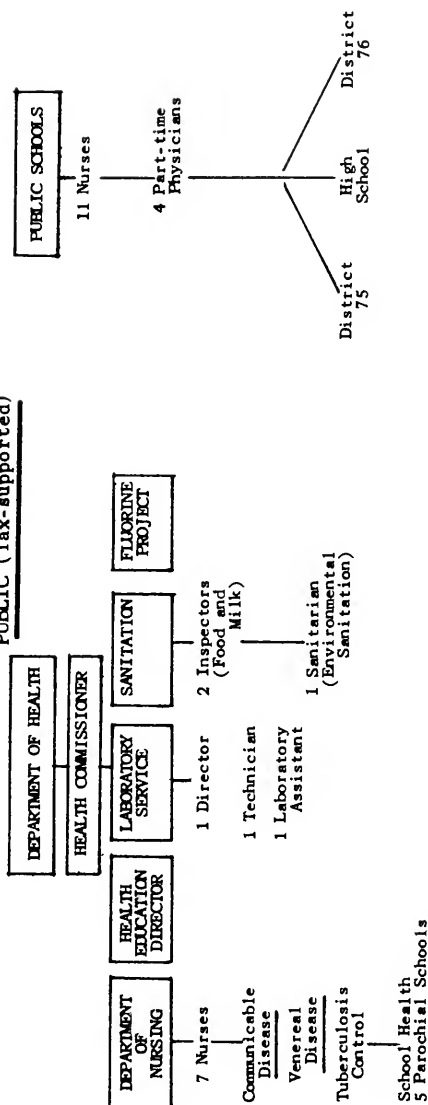
everything from wheel chairs to dressings, most of which are supplied by volunteers from churches, clubs and other agencies.

The VNA has agreements with two insurance companies for nursing service for their patients, an agreement with the National Foundation for Infantile Paralysis for nursing service to polio patients, and an agreement with the Public Aid Commission for nursing service to Old Age Pensioners, and Aid to Dependent Children and Blind pension patients.

There is a charge for service on the basis of cost per visit.

EVANSTON HEALTH AGENCIES

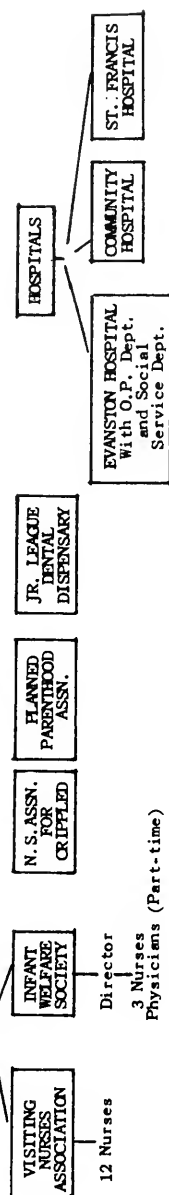
PUBLIC (Tax-supported)



PRIVATE (Voluntary)

EVANSTON COMMUNITY NURSING SERVICE

(Proposed)



This is adjusted to the patient's ability to pay. The same care is given all patients. The VNA income is derived from some endowments and investments, from the above-mentioned agreements, from nursery school inspections, service fees, the City of Evanston, and the Community Chest. The Community Chest contributes more than fifty per cent of the budget.



Infant Welfare Society. The Evanston Center of the Infant Welfare Society of Chicago was organized in 1919 with the slogan "Keep the Well Baby Well." It supports and maintains three infant and pre-school clinics at Washington, Nichols, and Foster schools. Mothers bring the children for examination which is made by a doctor with two nurses in attendance. Clerical assistance is given by volunteers, who weigh babies and take notes for the doctor. Mothers are given the most up-to-date information concerning diet and feeding programs, immunizations, and accident prevention. When a child is ill, the Infant Welfare Nurse goes into the home and summons a doctor. These services are usually available only to those unable to afford the services of a private physician, although during the current shortage of nurses, the Infant Welfare has been going into more prosperous homes for a fee.

The Infant Welfare nurses also make visits to the Evanston Day Nursery and to the two child care centers for working mothers, instructing the teachers in identifying early symptoms of illness.

The budget of the Infant Welfare Society of Evanston is met by members' dues, donations, benefits, and the sale of a calendar and a cook book. This budget meets the expenses of the salaries of the director, three nurses, a full-time secretary, and a nominal fee for the doctors. Infant Welfare has received free rent, as the staff has been housed in the Department of Health building. The Infant Welfare Society of Evanston pledges \$6,000 each year toward the maintenance of the Milton Avenue Station in Chicago. Mothers whose children are examined in the Evanston clinics are urged to make a small donation to defray expenses.

Plans for Coordinating the Nursing Services. The American Public Health Association survey recommended that the Visiting Nurses Association and the Infant Welfare Society be merged into a single agency to be known as the Evanston Community Nursing Service and that a single board be established for the community nursing service. The two agencies involved formed a joint committee in January, 1947, to study the possibilities of merging the nursing services. The plan would eliminate duplication of nursing services and files. It would also avoid the confusion of mothers as to whom to call in time of need. At present, the VNA gives pre-natal care and care of infants up to three weeks, then turns the infants over to the Infant Welfare nurses. If an Infant Welfare nurse goes into

a home to see a pre-school child and finds a school child with a sore throat or an aged person needing nursing service, she must call in another nurse.

The committee functioned until March, 1948, at which time plans for the merger were tabled indefinitely. The pediatricians of the Infant Welfare Society strongly opposed the merger on the grounds that the specialized nursing service now rendered by the Infant Welfare nurses would suffer.

North Shore Association for the Crippled. This organization has as its interest, giving help to children in need of orthopedic care. It cooperates with the school boards in supporting the physical therapy work in the orthopedic room at Haven School. It also supports a handwork instructor who visits shut-ins. Part of the agency's budget is spent for lunches and special transportation for children unable to afford these things, and to supply braces and equipment to those unable to buy them. Two carriers are paid to take home-bound cripples to a social hour once a week.

The Junior League Dental Dispensary is open two mornings a week. Pre-school and grade-school children are eligible for dental care if the income of their families does not exceed the Chicago Standard Budget. Children may be referred by Evanston social agencies if their families have met the requirements of that agency for assistance.

During 1947 meetings were held with the school nurses, health department nurses, representatives of the out-patient department of the Evanston Hospital, and directors of social agencies in Evanston to review the aims of the clinic and to obtain any suggestions for service that the clinic could perform in the community. Definite plans have been made to house the dispensary in the Evanston Hospital as soon as space is available, probably in 1950.

Planned Parenthood Association. The Evanston center of the Planned Parenthood Association, Chicago Area, operates a weekly afternoon clinic and one monthly evening clinic to provide child-spacing information to married women. The staff is comprised of a gynecologist, a graduate nurse, and a trained social worker. The clinic serves patients from all of the North Shore suburbs and from the northern sections of Chicago. The agency also has a referral service for childless couples wishing help.



HOSPITALS

Evanston has three private hospitals: Evanston Hospital, St. Francis Hospital, and Community Hospital.

Evanston Hospital. This is a general hospital with obstetrical, children's, and contagious disease departments, and a school

of nursing. It is affiliated with Northwestern University and has a present capacity of 250 beds and 46 bassinets. This is the only hospital on the north shore with a contagious section.

The out-patient department offers clinic services to non-paying and part-paying patients in twenty-eight clinics. Emphasis is on preventive medicine as well as curative measures.

The social service department endeavors to help the patient and his family solve some of the social and emotional problems which interfere with his recovery or his adjustment to his illness.

One of Evanston Hospital's newest clinics, established to round out the hospital's program for juvenile care, is the child guidance clinic. Recognizing that illnesses of the personality may be just as serious as illnesses of the body and that the two often appear together, the clinic has been set up to discover the causes behind personality difficulties and, whenever possible, to correct them.

Anticipated new facilities will include more general beds, beds for neuro-psychiatric cases, beds for acute and surgical tuberculosis patients, and a completely new maternity section. Greater facilities are to be made available through the enlargement of staff offices and the Physical Therapy Department and the re-location of the X-ray Department and the establishment of a Radiation Therapy Center. Construction of some of the new facilities began in the fall of 1948.

St. Francis Hospital. This is a Catholic hospital under the administration of the Sisters of St. Francis. It is a private hospital with 351 beds and 79 bassinets.

A building expansion program includes in its plans a new wing which will provide ninety new beds and will make available in the present building structure space for other additional beds. The expansion program will also provide for an out-patient department with social service, laboratories, interne and resident quarters, and a contagious disease unit.

St. Francis maintains a Tumor Diagnostic Clinic. (See Cancer Diagnostic Clinic under Department of Health.)

Community Hospital. This is an all-negro hospital and was built to accommodate eighteen patients. The need for hospital beds for negroes on the north shore has become so urgent that the hospital now accommodates twenty-eight patients. This is the only hospital between mid-Chicago and Waukegan which regularly provides beds for negroes.

In 1945 a drive was launched to raise funds to build a new fifty-bed hospital. A goal of \$250,000 has been set. In March, 1949, some \$168,000 had been raised for the fund.

FUTURE NEEDS

Evanston has an enviable record in health, especially in the field of communicable disease control, maternal and child health, and in high standards of hospital, medical, and dental services.

An adequate program for the future will consider these needs:

1. The amalgamation of the nursing services in Evanston in order to serve the community more effectively and more economically.
2. The recommendation of the American Public Health Association survey that the Department of Health of Evanston assume the functions of the school nursing in the public schools, under the supervision of a new department of Maternal and Child Health of the Department of Health.
3. The enlargement of the staff of the Department of Health or of the out-patient departments of the hospitals to include psychiatric service, especially in the preventive aspects.
4. More hospital beds for psychiatric diagnostic examination and treatment, tuberculosis, and long-time illnesses and convalescents.
5. More adequate hospital and medical care for negroes.
6. Sanatorium care for the tuberculous.
7. More adequate dental care for lower income groups.
8. A more comprehensive and intensive geriatric service. This is a problem of paramount importance now in Evanston, which has a larger-than-average percentage of older people, and will continue to grow as the population ages.
9. The matter of lake pollution as a threat to the health of Evanston.
10. A new building for the city Health Department.
11. Improved sewer system.

CITY OF
ILLINOIS



PARK PLAN



THE PLAN COMMISSION
CITY OF EVANSTON ILLINOIS
NOVEMBER 1948



LEGEND



PRESENT PARKS & RECREATION AREAS



AREAS TO BE DEVELOPED FOR
PARK & RECREATION USE



MAJOR STREETS

VANSTON O I S



Chapter XI

PAYING FOR OUR GOVERNMENT SERVICES

Everybody takes it for granted that he is going to pay the butcher, the baker and the candlestickmaker. The schoolteacher, the policeman and the public health nurses have to be paid too. Services of government are like any other service - they cannot be had for nothing.

As Evanston, like cities everywhere, has grown, and our standard of living has risen, we have planned and asked for more services of government. We expect our schools to teach more than the original three "R's" - everything from music and dramatics and the problems of government to aeronautics and safe driving of the family car. Physical education no longer means setting up exercises, but is a vast program to develop sportsmanship and build up our national health standards. Streets have to be rebuilt to carry heavy traffic. Large groups of people living close together demand control of communicable diseases, sewage treatment, food handling inspectors, public health education.

Madison, Wisconsin, comparable in size to Evanston, added 239 services and activities to the work of government between 1900 and 1948. Most of these services Evanston has also taken on during the same period. The simple government services of an earlier day no longer suffice if we are to live safely with our advancing scientific achievements and truly enjoy "life, liberty and the pursuit of happiness."

EVANSTON'S MAJOR SOURCE OF REVENUE

Evanston gets the bulk of its revenue to support its government services from the general property tax. Three-quarters of this tax is a levy on real estate, about one-quarter on personal property. Most cities obtain their income from such a levy upon property. Unlike the income tax, the property tax is not based on the principle of ability to pay. The amount contributed by each citizen depends upon the property he owns and reports for tax purposes. Over fifty per cent (52.5%) of the city's funds come from this source. The schools lean even more heavily on the property tax - for over eighty per cent of their revenue.

OTHER SOURCES OF REVENUE

The city has several major sources of revenue in addition to the tax on property, sources which provide over a million dollars to pay the city's bills. Eight city departments spend no property tax funds at all. Most profitable is the sale of water. A quarter

of the city funds come from this source. Not only does it pay for the operation of the water works but the excess of income over operating expense is used to defray operating costs of other departments. This excess income is sufficient to defray three quarters of the cost of the Department of Public Works and the bulk of the Miscellaneous and Contingent Funds. The Parking Meter Fund is buying additional parking space, in addition to paying for enforcement of the parking ordinance. The Vehicle Tax pays for almost forty per cent of street and bridge maintenance and part of the cost of the City Collector's office. The State Motor Fuel Tax helps to maintain the city's arterial streets and state funds contribute a third (32%) of the Health Department's budget. Building permits and inspection fees cover the entire cost of the Building Department and enforcement of the zoning ordinance. Court costs cover the expenses of the Municipal Court. Many license fees and fines help the Police Department and the Police Pension Fund. All revenue from the sale of beach tokens is spent on beach maintenance and supervision.

Chart 1. WHERE THE CITY GETS ITS REVENUE
1949 Budget

Real and personal property taxes	52.5%
Water Department - sale of water	26.1
Vehicle Tax	3.8
Parking Meters	3.8
Licenses	3.4
Transfers from departments	2.5
County Treasurer, for excess commissions for taxes paid in Evanston	1.4
Miscellaneous	1.1
State Health Department	1.0
Building permits, inspection fees, etc.	.9
Court Costs	.9
Fees, etc.	.8
Salary deductions for pensions	.7
Motor Fuel Tax (State)	.6
Beach Tokens	.5
	<u>100.0%</u>

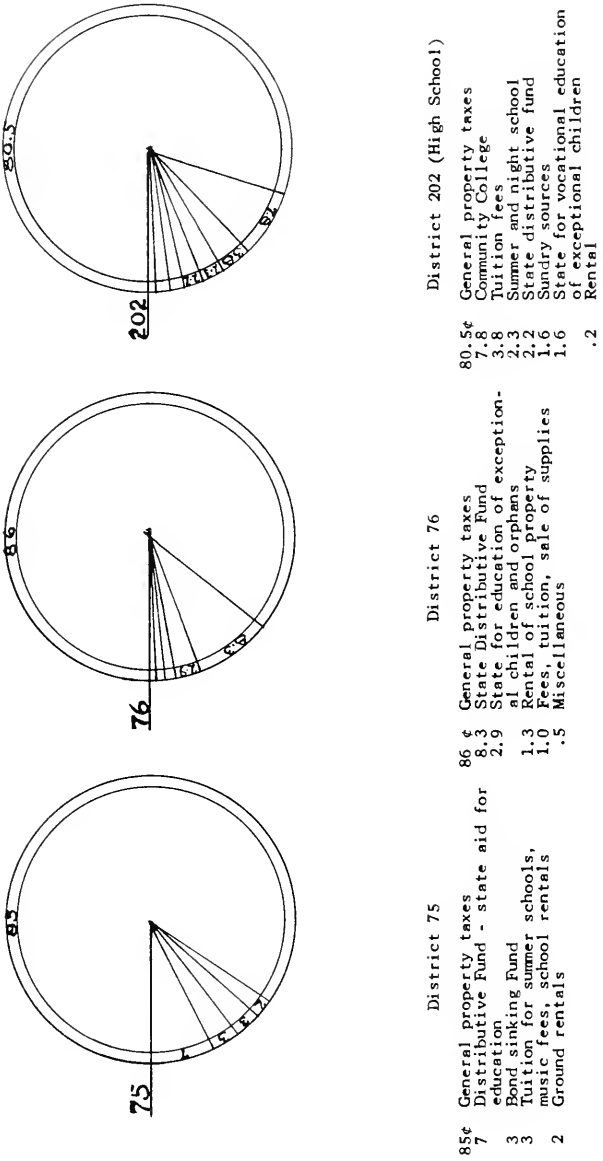
SECONDARY SOURCES OF SCHOOL FUNDS

The schools have far fewer secondary sources of funds than the city. For the elementary schools the state is the largest contributor outside the property tax. Tuition fees provide the bulk of the high school's outside revenue. See Chart 2.

FUNDS FOR OTHER LOCAL TAXING BODIES

The other purely local taxing bodies are the three park dis-

Chart 2. WHERE THE SCHOOLS' DOLLARS CAME FROM
1947-1948



tricts and the Township of Evanston which taxes for poor relief. The Township and the First and Northeast Park Districts obtain all of their revenue from the property tax. Ridgeville Park District obtains 87.5% from property tax and 12.5% from service fees.

EVANSTON'S BONDED INDEBTEDNESS

Not all costs of government can or should be paid for out of current income. To build a new school building, to finance a new police and fire station, to expand the water works or to acquire land for park purposes, the city and school districts resort to borrowing. This permits the improvement to be paid for over the period of anticipated use. During the depression years of the thirties and the war years, the city and schools postponed almost all building. Efforts were concentrated on reducing the bonded indebtedness. When building restrictions were lifted at the end of the war, Evanston began to plan to meet long-felt needs. Here is the picture of our present bonded indebtedness.

Chart 3. TOTAL BONDED INDEBTEDNESS OF LOCAL TAXING UNITS
January 1, 1949

<u>School Districts</u>	Amount	Interest Rate	Year present debt will be paid
1) District 75 for building construction	\$1,620,000 <u>7,000</u> 1,627,000	2% 5%	1967
Limit of bonding power approx.	\$7,303,405		
2) District 76 for buildings	\$290,000	2½-4½%	1954
Limit of bonding power approx.	\$3,347,776		
3) District 202 for buildings	\$480,000 <u>1,600,000</u> 2,080,000	1.7-6% 2 1/8%	1949-1954 1951-1968
Limit of bonding power approx.	\$10,651,181		
<u>City of Evanston</u>			
1) General:			
Water Revenue Bonds, issued 1935	\$115,000	4%	1955
Fire Apparatus Bonds issued 1937	17,000	3%	1954
Police and Fire Station Bonds	<u>1,150,000</u> 1,282,000	1.8%	1965
Limit of bonding power	approx. \$10,161,607		

Chart 3, continued

<u>City of Evanston</u>	Amount	Interest Rate	Year present debt will be paid
2) Water Works: (To be paid for out of water revenue)			
Water Revenue Bonds issued 1948 for water works expansion \$2,800,000		2.35%	1979
Water Revenue Bonds two issues 1944 and 1946	110,000	1.25%	1952-1954
<u>Park Districts</u>			
1) First Park District	6,000	4%	1951
Limit of bonding power approx.	1,140,624		
2) Northeast Park District			
Bonds (Milburn Park)	22,000	2%	1959
Limit of bonding power approx.	673,881		
3) Ridgeville Park District			
Bonds - purchase and improvement of park sites	110,000	3%	1959
Limit of bonding power approx.	1,811,646		

Evanston is well within its bonding limits, five per cent of the total assessed valuation for each taxing body. Witness that the credit of the city's taxing bodies is very good is the fact that the recent bond issues have been sold for short terms, and at low interest rates.

MANY GOVERNMENTAL UNITS MAY TAX IN EVANSTON

Evanston has seventeen different governmental units empowered to levy taxes. Every Evanston taxpayer is subject to at least nine of them. Some of the districts, such as the school and park districts levy a tax against only that portion of the citizens who reside within their respective districts.

Chart 4. GOVERNMENTAL UNITS IN EVANSTON WITH POWER TO LEVY TAXES

* County	School District No. 75
* Forest Preserve	School District No. 76
* Suburban T.B. Sanitarium	Evanston First Park District
* Sanitary District Chicago	Northeast Park District
* North Shore Mosquito Abate- ment District	Ridgeville Park District
* City of Evanston	Skokie Park District
* Township of Evanston	School District No. 68
* Township High School No. 202	Community High School No. 219
	Non High School Bond District

- * Taxing bodies to which every Evanston taxpayer is subject. The taxpayer is subject to only one of the two elementary school districts, however, either Number 75 or Number 76.

EVANSTON IS LIMITED IN ITS POWERS TO TAX

The state legislature has limited the taxing powers of all taxing bodies. It has set a maximum tax rate for specific services performed by the city government--for the general corporate fund (police, fire, health, public works, etc.), for refuse collection, the public library, public playgrounds, small parks and the various pension funds. Each school district is also limited as to the amount it may raise for educational purposes and for its building fund. Not only are these taxing bodies limited as to the amount which they may levy on property, they are also limited as to the kind of taxes they may levy.

Chart 5. LIMITATIONS ON TAX RATES (June 1949)
(Rate on every \$100 of assessed Valuation)

City of Evanston	
Corporate Fund	.43 (by special referendum)
Public Library	.025 (by special referendum)
Public Playgrounds	.0333
Small Parks	.10
Police Pension	.025
Firemen's Pension	.025
Municipal Retirement Fund	.125
Garbage	.10
Street and Bridge Repair	.06 increased to .10166 by special action of City Council
Elementary School Districts 75 and 76.	
Educational Fund	\$1.12½
Building Fund	.25
High School District 202	
Educational Fund	1.00
Building Fund	.50
Park Districts.	.0488 (of assessed valuation)

All of Evanston's units of government are also limited in the amount of money they may borrow. Bonds may be issued only if the authority has been granted by the General Assembly and after the proposed bond issue has been approved by a referendum of Evanston citizens. All units are prohibited from incurring debts exceeding five per cent of the total assessed valuation of their taxable property.

PROPERTY ASSESSMENT

Each piece of real estate and personal property is assessed at

a certain value. The tax rate applied to the assessed valuation spells the amount of the tax bill. If a home is assessed at \$10,000 and the total tax rate is \$3.014 for every \$100.00 of assessed valuation, the tax bill will be \$301.40.

In Cook County assessing is done directly by the county assessor, who is elected every four years. In Evanston township there is an elected township assessor who acts as deputy for the county assessor. The county assessor appoints the other deputy assessors and field men in Evanston, about eight in number. A general assessment on real estate is made every four years. The last one was made in 1947. Personal property is assessed every year.

The field men from the county assessor's office make a visual appraisal on all the buildings and improvement on real estate. "Tables of depreciation" are applied at the rate of roughly two per cent per year, so that every four years a building is appraised at ten per cent less than the previous appraisal. In no case, however, does the value fall below twenty per cent of the original appraisal.

To determine land values the county assessor's office maintains a staff of experts who make an appraisal of all the land in the various communities in the county. The township assessor cooperates with the local Real Estate Board in the selection of competent men who make an appraisal of all the land within the township. Eventually the township appraisors and the county experts meet in the county assessor's office where they discuss their property evaluations and attempt to reconcile differences. If they cannot reach an agreement in all cases, the county assessor may make the final decision.

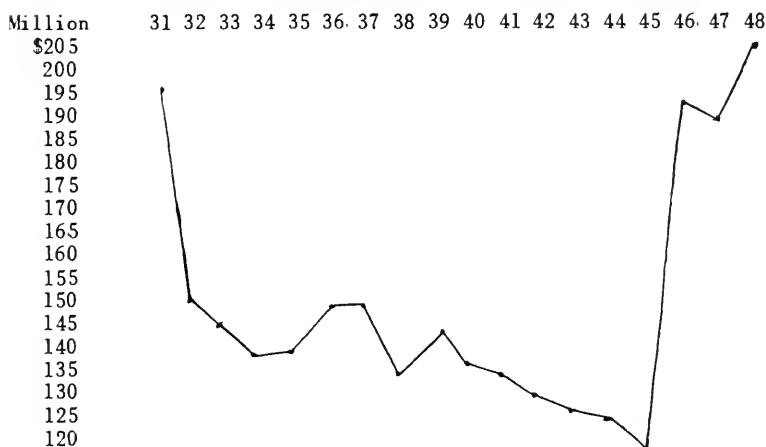
Building permits are reported annually to the county assessor's office. The assessor sends out a field man to make an appraisal and the completed improvement then goes on the tax rolls for the next annual levy. The assessors are required to make a fair cash value appraisal, not an inflated appraisal or one made on the basis of a forced sale. The Illinois Tax Commission publishes an Assessor's Manual which is generally used by all assessors and field men in Cook County.

When all assessments are completed the county assessor totals the amounts for Evanston. The result is known as the assessed valuation.

Chart 6. TOTAL ASSESSED VALUATIONS-EVANSTON - 1948 taxes

Township of Evanston	\$203,232,153
School District 75	146,068,104
School District 76	66,955,525
School District 202	213,023,629
First Park District	22,812,486
Northeast Park District	13,477,622
Ridgeville Park District	36,232,937

Chart 7. TRENDS IN ASSESSED VALUATIONS - EVANSTON 1931 to 1948



PERSONAL PROPERTY TAXES

The personal property of some 7,000 Evanstonians is assessed annually. Each person receiving a blank from the assessor's office files a record of his personal property with the County assessor. The County assessor, not the Township assessor, determines the tax bill. The County assessor also has jurisdiction over corporations and businesses. The state administers the property tax levied on the railroads but Evanston receives a share of these taxes.

DETERMINING THE TAX RATE

Each year the various Evanston units of government decide how much they will have to spend to render their services and make up their budgets. From this budgeted total they subtract the sum they will receive from sources other than the property tax. The difference between what they need and what they will receive from other sources is the amount of the tax levy.

These figures are sent to the County Clerk. He then divides the amount of the tax levy by the total assessed valuation of all taxable property within the taxing unit. The result of this division problem is the tax rate. The tax rate is applied to your assessed valuation and the result is the figure you get on your tax bill.

Chart 8. EVANSTON TAX RATES
Apply to each \$100 of assessed valuation

TAXING BODY	1946	1947	1948
County	.26	.264	.318
Forest Preserve	.04	.032	.034
Suburban Tuberculosis Sanitarium	--	---	.066
Sanitary District - Chicago	.21	.24	.276
North Shore Mosquito Abatement District	.02	.01	.016
City of Evanston	.55	.786	.814
Township	--	---	.004
Township High School No. 202	.47	.556	.550
School District No. 75	.55	.812	.936
School District No. 76	.65	.938	1.008
Evanston First Park District	.06	.066	.064
Northeast Park District	.05	.048	.054
Ridgeville Park District	.10	.096	.086
Skokie Park District	.11	.118	.106
School District No. 68	.53	.778	.892
Community High School No. 219	.39	.508	.446
Non High School Bond District	--	---	.008
TOTAL RATES BY DISTRICTS			
School Dist. 75 - not in Park Dist.	2.10	2.70	3.014
School Dist. 75 - in Northeast Park Dist.	2.15	2.748	3.068
School Dist. 76 - not in Park Dist.	2.20	2.826	3.086
School Dist. 76 - in First Park Dist.	2.26	2.894	2.150
School Dist. 76 - Ridgeville Park Dist.	2.30	2.922	3.172

The amount of taxes due is calculated and recorded in the tax books by the county clerk and the books are then turned over to Evanston's township collector. He mails out the tax bills. A separate bill is mailed out for each parcel of property. Often more than one bill goes to an individual taxpayer.

PAYING YOUR TAX BILL

In Cook County real estate taxes are payable in two installments, usually on May 1 and September 1. Taxes on personal property are due usually on May 1. Tax bills may be paid either to the Township Collector in Evanston or to the County Collector, located in Chicago. If the taxpayer pays his taxes in Evanston five days before the penalty date, the city receives a two per cent collection fee. This has been amounting in recent years to around \$45,000 and goes directly into the city treasury. Tax money paid locally and promptly, therefore, subtracts from the cost of local government. A high local collection allows also for retirement of tax anticipation warrants and a speedy distribution to school boards and other taxing bodies. Delinquent taxes bear interest at the rate of one per cent per month until paid, forfeited or foreclosed. Thereafter special penalty provisions are in effect, varying with the circumstances.

YOUR TAX BILL IS FOR SERVICES ALREADY RENDERED

Illinois local governments are always a year behind in raising the money to pay their bills. They are not on a pay as you go basis. Tax bills paid in 1949 are for services rendered in 1948.

The 1949 budgets will be met from the 1950 tax receipts. City employees, of course, cannot wait a year for their pay checks. Neither can the companies supplying materials. The taxing bodies, therefore, have to borrow against future funds to pay current bills. To borrow this money, tax anticipation warrants are issued. Interest must be paid on these warrants, an additional cost to the taxpayer.

WHO PAYS THESE TAXES?

The township collector mailed out 15,728 real estate tax bills in 1948, to approximately 8,000 individuals, home owners, owners of apartment houses, businesses and industrial concerns. Some 7,254 individuals, mostly the same people, paid personal property taxes. With some 20,000 dwelling units in Evanston this means that a little more than a third of Evanston's households are paying taxes directly. Apartment house dwellers pay their taxes in their rent bill, but since taxes have increased far in excess of rent increases in rent-controlled apartments, the apartment house dweller is paying a smaller share of the costs of local government than he has in previous years.

Different sections of the city bear varying shares of the tax burden.

Chart 9. SHARE OF TAXES CARRIED BY DIFFERENT SECTIONS OF EVANSTON

Area	Size	Assessed Value	Per Cent
1) Fountain Square Area	18 blocks	\$26,882,786	14.5
2) Apartment House Area - east of Chicago Ave. to the lake, Lee Street to Calvary	¼ sq. mile	18,039,579	9.6
3) Single Family Homes-Lake St. to Lee, Chicago Ave. to the lake approx.	¼ sq. mile	8,969,105	4.8
4) West Side-mostly lower income groups. Between Sanitary Dist. Canal and C. & N.W. Railroad	37 blocks	4,815,435	2.5
5) Area of large old houses-west of Ridge Ave. Emerson to Main	23 blocks	3,890,780	2.1
6) Sixth Ward - upper income Harrison to Simpson St., city limits to Central Park Ave.	¼ sq. mile	5,240,491	2.9
7) Sixth Ward - upper income. McDaniel to Central Park Ave. Lincoln to Simpson Street.	¼ sq. mile	6,280,490	3.3

The figures above show only the Fountain Square part of the business area. When Evanston's other business areas are added it shows that retail business contributes a large share toward the support of Evanston's schools and other city services. To this should be added the tax income derived from the city's rapidly growing light industry.

The concentrated apartment area has a higher assessed value per quarter square mile than any single family home area. About half of Evanston, including the apartment house areas, the area of the best homes and the central business district, pays over sixty per cent of our local taxes.

Chart 10. WHAT AN EVANSTON FAMILY PAYS
FOR LOCAL GOVERNMENT SERVICES IN REAL ESTATE TAXES
In District 75, not in park district

	Family with house assessed at:			
	\$5,000	\$10,000	\$20,000	\$40,000
1948 Total Tax Bill was	150.70	301.40	602.80	1205.60
For City Services	40.69	81.38	162.76	325.52
Police	8.95	17.90	35.80	71.60
Fire	4.88	9.76	19.52	39.04
Health	1.22	2.44	4.88	9.76
Library	2.03	4.06	8.12	16.24
Traffic Engineer & Maintenance	.61	1.22	2.44	4.88
City Parks	3.26	6.52	13.04	26.08
Garbage Disposal	3.66	7.32	14.64	29.28
Recreation	1.64	3.28	6.56	13.12
Street & Bridge Repair	2.44	4.88	9.76	19.52
Water	--	--	--	---
Other Administrative Services	2.04	4.08	8.16	16.32
Debt Service	2.44	4.88	9.76	19.52
Municipal Court	.20	.40	.80	1.60
Public Works	2.03	4.06	8.12	16.24
Firemen's Pension	.81	1.62	3.24	6.48
Policemen's Pension	1.63	3.26	6.52	13.04
Municipal Retirement	1.63	3.26	6.52	13.04
Miscellaneous	1.22	2.44	4.88	9.76
For County Services	15.90	31.80	63.60	127.20
For Sanitary District	13.80	27.60	55.20	110.40
For Forest Preserves	1.70	3.40	6.80	13.60
Schools				
District 75	46.80	93.60	187.20	374.40
District 76	50.40	100.80	201.60	403.20
District 202	27.51	55.02	110.04	220.08
Mosquito Abatement	.80	1.60	3.20	6.40
Tuberculosis Sanitarium	3.30	6.60	13.20	26.40
Township Relief	.20	.40	.80	1.60

The average Evanston family does not come any where near paying for the services it is getting. To be sure it pays more than its real estate taxes toward local government, but by no means the full cost. Business and industry, the apartment houses and the homes assessed from \$20,000 upwards, pay the difference.

Chart 11. WHAT IT COST TO RENDER THOSE SERVICES - 1948
In District 75, not in park district

	Actual Per Capita Cost of Services	Actual cost for family of 4, one in elementary school, one in high school
For City Services	\$37.73	\$150.92
Police	5.87	23.48
Fire	4.41	17.64
Health	1.38	5.52
Library	1.06	4.24
Traffic Engineer & Maintenance	1.36	5.44
City Parks	1.78	7.12
Garbage Disposal	2.74	10.96
Recreation	1.23	4.92
Street & Bridge Repair	4.14	16.56
Water	6.95	27.80
Other Administrative Services	1.20	4.80
Debt Service	.88	3.52
Municipal Court	.37	1.48
Public Works	.42	1.68
Firemen's Pension	.99	3.96
Policemen's Pension	.99	3.96
Municipal Retirement	.89	3.56
Miscellaneous	1.07	4.28
For County Services	10.42	41.68
For Sanitary District	11.10	44.40
For Forest Preserves	.92	3.68
Schools, per pupil enrolled		
District 75	261.08	261.08
District 76	213.61	213.61
District 202	338.13	338.13
Mosquito Abatement	.30	1.20

PROTESTING TAXES

The taxpayer may protest his tax bill if he thinks it too high. In the long run, however, tax protests only cost the taxpayer more money. The cost of government services remains the same and someone has to pay the bill.

Protests are filed with the County Board of Tax Appeals, which is made up of two members, elected for four year terms. In Cook County the Board of Appeals may revise assessments only on protest of a taxpayer or at the assessor's request. They may not change on their own motion, nor may they equalize valuations for entire classes of property or assessment districts.

Taxpayers may file their own protests free of charge with the Board. The Board provides interpreters for those needing assistance. The hearing usually follows in about twenty-one days. Tax consultant firms exist which file protests for taxpayers, usually charging one-half the amount of the tax savings effected. Protests filed through them get no special treatment and can be costly to the taxpayer. The Better Business Bureau has on file a number of surveys on tax consultant firms, available to the public.

TAX DELINQUENCY

The Evanstonian who gets paid for the work he does, has money to live on. If he is not paid, his pocketbook empties fast. He must reduce his standard of living, fall back on his savings, borrow or go on relief. Taxing bodies face the same crisis when taxpayers fail to pay their share of government costs. They must either reduce services or borrow. One method is unpopular, the other temporary at best, and expensive.

People who do not pay their taxes naturally help increase the tax bills of those who do by about ten per cent. Each year when the city makes up its budget, it adds six per cent to make up for deficiencies in collection. In the 1949-1950 budget, this amounted to \$100,777.09. The other taxing bodies must also make allowances for delinquent taxpayers. By 1943 unpaid taxes in Evanston had accumulated to a sum in excess of \$2,000,000, or more than enough money to run the city's schools for a year without levying a penny of taxes. To reduce this delinquency the city and the school districts set out upon a program to collect as many of these back taxes as possible.

During the depression years many vacant lots also became delinquent in special assessments, particularly in the southwest corner of the city. Often the amount of delinquent taxes, plus the accumulated interest and penalties, exceeds the value of the property. In order to make this property available for post-war building and to put it back on the tax rolls, the city in 1945 worked out a plan for the foreclosure of these delinquent special assessments. The city has the power to foreclose on these delinquencies and since that time has been bringing this property back into circulation.

DIFFICULTIES OF TAX FORECLOSURES

Illinois law makes it extremely easy for the person who does not want to pay his taxes, equally hard for the government trying

to collect them. The chief weapon the public has against the tax delinquent is tax foreclosure. The State's Attorney has the power to file tax foreclosure proceedings and the court orders a tax foreclosure sale at which bidding is open to the public. The State Constitution guarantees the owner a period of two years in which to redeem his property by paying the amount of the bid plus interest at six per cent per year. If the owner does not redeem within the two year period, the successful bidder can perfect title.

This tax foreclosure procedure has major defects. There is considerable legal expense for the bidder other than the owner of the property. He must make sure that all the necessary steps to make the foreclosure have been taken and he must have an appraisal made to determine how much he can safely bid. If the original owner redeems his property within the two year period, the six per cent yearly interest would not cover the costs of the outside bidder. As a result there are very few outside bidders in actual practice. Without a competing bidder, foreclosure ceases to be a real weapon for tax collection.

Tax foreclosure proceedings are also very expensive for the county. On unimproved and uneconomic properties the proceeds of the sale may not cover the cost. Yet foreclosure is the only method available to deal effectively with this kind of property. The remedy lies in a thorough overhauling of our state laws regarding tax delinquency.

TAX EXEMPT PROPERTY IN EVANSTON

The state has exempted certain properties from taxation. Their value therefore is not included in the total assessed valuation for determination of the tax rate. These include:

- | | |
|--------------------------|--|
| 1. Churches | 6. Institutions of public charity |
| 2. Orphanages | 7. Property for educational purposes |
| 3. Cemeteries | 8. Most public property, including |
| 4. Free public libraries | housing projects (Housing projects pay service charges.) |
| 5. Old people's homes | |

Much has been made of the large amount of tax exempt property in Evanston and its effect on real estate taxes. The statement is frequently made that Evanston must pay an abnormally high tax because of the presence of Northwestern University with all its tax exempt property. The only Chicago suburb with which it might be fair to compare tax rates, since the two towns are at least similar in size, character of population, problems and number of government services rendered, is Oak Park. Oak Park's 1948 tax rate was 3.234, just a trifle higher than Evanston's highest 1948 tax rate (District 76 in Ridgeville Park District) of 3.172.

BASIS OF NORTHWESTERN UNIVERSITY'S TAX EXEMPTION

The charter granted to Northwestern University by the state of Illinois provided that it should be free from taxation on all property up to 2,000 acres regardless of the use to which the property might be put. This was a contribution of the state of Illinois to the expansion of educational facilities. At that time there was no state university. The state was encouraging private enterprise to do that which the state itself could not do. In the early days this tax exemption was the salvation of the University, for when money was hard to get, taxation would have forced it to close its doors since practically all of Evanston was Northwestern University property.

This exemption did not extend to improvements and special assessments. From the beginning Northwestern has paid promptly in full its obligations to the city on these scores. Furthermore it is the University's policy to buy no property for productive purposes. Year after year properties have been sold and immediately checked with the Township Assessor to insure their being put on the tax rolls.

Regardless of its special exemption, Northwestern, like all other educational institutions in Illinois, would be exempt from taxation on all property held for educational purposes, just as churches, hospitals and other schools are exempt. All property to whomsoever it belongs, used strictly for educational purposes is automatically exempt.

In 1949 the University's property used for both educational and productive purposes amounted to 175 acres or approximately 3.35% of the total area of the city. Property owned for non-educational purposes, which without the charter provision would be taxed, amounts to forty-nine acres or less than one per cent of the total area of the city. The total valuation of Northwestern University property which would be taxable were it not for its special charter is \$5,810,000. The tax exemption in 1949 amounted to approximately \$180,000, of which \$140,000 would have gone to the city and the various school districts and the remaining \$40,000 to the other taxing bodies. Lessees of university owned land, such as the Carlson Building and the State Bank Building, are paying taxes on their buildings. Each Evanstonian is contributing \$1.93 to the support of Northwestern, while he contributes \$3.73 in taxes to the University of Illinois.

NORTHWESTERN'S CONTRIBUTIONS TO EVANSTON

What has the city received in exchange for this tax exemption? The University has given land to many Evanston churches and other institutions. It has given the city some beautiful parks and the land for the water works and filtration plant.

Eight thousand university students and two thousand university employees certainly create a goodly share of Evanston's business on which the city's income depends. Churches are often manned by

university personnel. Doctors on the university staff have helped make Evanston a medical center. Finally, it offers an opportunity for college education for some nine hundred Evanston young people, all of whom would have to pay more if they could not attend college and live at home.

The university attracts all kinds of conferences to the city. The personnel of visiting athletic teams averages around 3,000 a year. Out-of-town visitors to athletic events are numbered in the thousands--all contributors to Evanston's annual income. Further, the university through its policy of leasing property to business interests has made possible some of Evanston's strongest business developments, including the Church Street Building, the Carlson developments, the Hahn Building, and the State Bank. Thus Northwestern has created a large part of the city's tangible wealth.

Add to these tangible advantages the cultural advantages which are in Evanston only because the university is here, and it is not difficult to recognize that Northwestern University is one of the strongest forces making our community a good place to live.

WHAT EVANSTONIANS GET FOR THEIR TAXES

1. Protection of life and property
 - a. From murder, robbery and other criminal acts.
 - b. From traffic accidents
 - c. From fire
 - d. From disease
 1. Inspection of dairies
 2. Control of communicable diseases, quarantines
 3. Inspection of food handling establishments
 4. Public health education
 5. Mosquito control
 6. Free hospital service if needed
 7. Suburban tuberculosis sanitarium
 8. Disposal of sewage
2. Amenities of city living.
 - a. Adequate supply of pure water
 - b. Paving and upkeep of streets and alleys
 - c. Removal of garbage and refuse
 - d. Removal of leaves and snow
 - e. Lighting of streets
3. Education
 - a. Education of children from kindergarten through high school, including health education, physical education, manual arts, music, creative dramatics, fine arts, safety education, education in government, career counseling
 - b. Special educational facilities for handicapped children, hard-of-hearing, sight-saving, heart cases, bedside teaching
 - c. After school recreation
 - d. Public library services, including films and records
4. Recreation
 - a. Maintenance of parks, playgrounds and open green areas

- b. Forest Preserves
- c. Recreation programs throughout the year
- d. Safe beaches in summer, ice skating in winter
- 5. Planning to conserve property and neighborhood values.
 - a. Provision of parking area for shoppers
 - b. Zoning enforcement
 - c. Clearance of slum areas
 - d. Traffic routing
 - e. Housing for veterans

HOW YOUR TAX DOLLAR WAS SPENT TO PAY FOR THESE SERVICES

The cost of rendering the principal local government services in Evanston in 1948 was approximately \$6,723,152 or \$96.05 per person.

Chart 12. WHERE YOUR PROPERTY TAX DOLLAR WENT
1948 services - 1949 tax bill
Real Estate and Personal Property

School District No. 76.	32.15
School District No. 75	30.78
City of Evanston	26.28
Evanston Township High School	17.78
County Services	10.27
Services of sanitary district	8.91
Ridgeville Park District	2.71
Suburban Tuberculosis Sanitarium	2.13
Evanston First Park District	2.03
Northeast Park District	1.75
Forest Preserve	1.00
Mosquito Abatement	0.52
Township for relief purposes	0.13

From this chart it can be seen that almost half of the tax dollar goes to the support of the schools, a little over a quarter of it for city services.

Chart 13. WHERE THE CITY SPENDS ITS TOTAL REVENUE (All sources)

Based on 1948 Total Costs - \$2,619,790.07	
Supplying water	21%
Police protection	18
Fire protection	13
Maintenance of streets and bridges	12
Refuse collection	8
Maintenance of city parks	5
Health protection	4
Traffic engineering and maintenance	4
Public recreation	4
City Officers' salaries, audit, etc.	4
Miscellaneous - local elections, acquisition of park property, etc.	4
Public Library	3

The four city services which cost the most to render are police and fire protection, the maintenance of streets and bridges, and the collection of garbage and refuse. As previously stated, the sale of water to the consumer pays for the operation of the water works.

The 1949 city budget totaled \$3,052,386.44 (\$1,783,573.47 to be raised by taxation). Previous charts have shown that city services cost about a quarter of the property tax dollar and that the property tax supplies about half of the city's revenue. About a fifth of the city's share of the property tax goes to pay for police protection. The percentage going to other services is as follows:

Chart 14. WHERE THE CITY'S SHARE OF REAL AND PERSONAL PROPERTY TAXES GOES - Based on 1948 Costs

Police protection	22%
Fire protection	12
Refuse disposal	9
City parks	8
Street and bridge maintenance	6.
Debt service	6.
Public Library	5
Public Works - administration, purchasing and sewer maintenance	5
Administrative services - Legal Dept., Auditing, City Officers, Civil Service	5
Policemen's Pension	4
Municipal retirement fund	4
Public recreation	4
Health protection	3
Miscellaneous	3
Firemen's Pension	2
Traffic engineering	1½
Municipal Court (No tax money spent in 1949)	½

TRENDS IN COST OF EVANSTON'S CITY SERVICES

Like all other costs, the cost of city government was higher during the boom twenties, declined during the thirties (services were also reduced) and rose again to a new high in the post-war years. Figures in the chart on the next page are based on the cost of city government from reports of the City Treasurer. These figures are for years which saw wide variation in the national income, years of boom, depression and war. Higher salaries to meet rising costs of living are a large part of the increase in the costs, since over sixty per cent of the city budget goes for personnel. New techniques of accident prevention, new health inspection services, a retirement fund for city employees, a great expansion of the refuse collection service, a street lighting system, planning to conserve property values, and a broader recreation program, have added new services for the citizen, more bills to be paid.

Chart 15. PER CAPITA COST OF EVANSTON CITY GOVERNMENT

	1928	1933	1938	1943	1948	*1949
(No Water costs included)						
General Corporate Fund	\$15.70	13.17	9.77	9.97	17.11	21.20
Bond Int.& Sinking Fund	1.92	1.44	1.87	2.15	.88	1.29
Public Library	.89	1.04	.90	.88	1.06	1.63
Firemen's Pension	.24	.32	.28	.81	.99	1.11
Policemen's Pension	.37	.30	1.13	.61	.99	1.27
Small Parks	2.60	.53	.57	.79	1.78	2.00
Public Playgrounds	.73	.15	.39	.70	1.23	1.26
Streets and Bridges	3.78	1.94	3.27	2.79	4.14	4.34
Refuse Disposal	.35	.46	.81	1.72	2.74	2.20
Municipal Employees	--	--	--	.63	.89	.81
Retirement Fund	\$26.58	19.35	18.99	21.05	31.81	37.11

*The figures for 1949 are based on the Budget and estimated.

WHERE THE SCHOOLS' DOLLARS GO

Evanston is noted for its fine schools. Good schools cost money. Chart 16 on page 127 shows what it costs to run the schools in the three districts. Evanston children are the beneficiaries of many more school services than the average American child, even in the northern states. Consequently the cost of educating the individual child is also far above the national or state average.

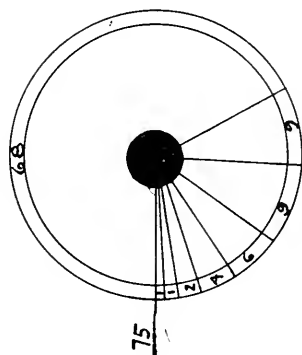
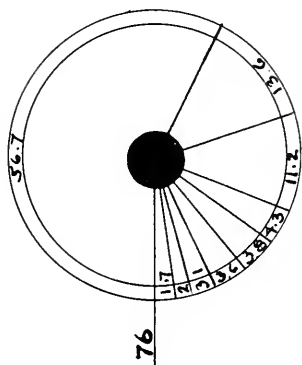
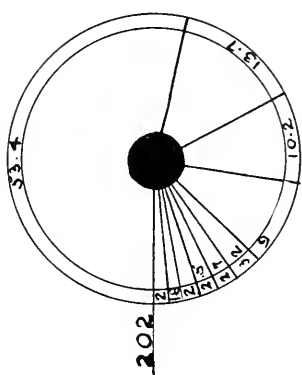
Chart 17. WHAT IT COSTS TO EDUCATE AN EVANSTON CHILD

	Per child enrolled		
	Dist.75	Dist.76	Dist.202
1938-9	106.96	-----	188.49
1939-40	110.06	98.45	190.23
1940-1	111.74	108.43	191.87
1941-2	118.94	111.89	193.14
1942-3	126.69	106.45	220.99
1943-4	136.43	120.92	225.51
1944-5	147.96	128.11	245.23
1945-6	158.17	138.17	278.54
1946-7	194.53	173.50	291.05
1947-8	261.08	213.61	338.13

These figures are based on the costs of instruction plus building operation. As is usual, they do not include debt service costs.

Costs vary for the different schools. In District 75, Haven, Noyes and Foster schools showed the highest per pupil costs for 1948. The Orthopedic Room cost \$806.59 per child and the Sight-Saving Room \$474.43 per child, services in which Evanston has pioneered with pride.

Chart 16. WHAT THE SCHOOLS' DOLLARS PAY FOR
1947-1948



District 75 - Total Cost \$1,173,701.03

68 Instruction - teachers' salaries, education supplies

9 Plant operation-janitors' salaries, supplies, fuel, water, telephone, etc.

9 Plant maintenance - upkeep of building and grounds

6 Capital outlay (new land, etc.)

4 Debt service

2 General control (administrative salaries, legal expenses, school elections)

1 Fixed charges (pensions, rent, insurance)

1 Auxiliary Agencies (cafeteria and community use of schools)

District 76 - Total Cost \$529,612.93

56.7 Instruction

13.6 Debt service

4.3 Plant maintenance, replacement of equipment

3.8 Health service, Library

3.6 General control

3.1 Miscellaneous

2.0 Pensions, insurance

1.7 New land and buildings

11.2 Plant operation

District 202 (High School)

Total cost \$1,090,225.00

53.4 Instruction

13.7 Debt service

10.2 Plant operation

9.0 Community College

3.2 General control

2.7 Plant maintenance

2.5 Summer and night schools

2.0 Capital outlay

1.8 Pensions, insurance

1.5 Recreation, etc.

WHERE THE PARK DISTRICTS' DOLLARS GO

Evanston's three park districts spend a total of \$35,211.58. These costs fall on the taxpayers of the respective park districts. If he has a house assessed at \$20,000 - in the upper income level - the park district costs add \$10.80 to his tax bill in the Northeast Park District, \$12.80 in the First and \$17.40 in the Ridgeville Park District, the youngest of them all.

Chart 18. WHERE THE PARK DISTRICTS SPEND THEIR REVENUE

Northeast		Ridgeville		First*
Total Cost	\$4,761.40		\$18,850.59	\$11,599.59
Debt Service	34.5%	Salary, Labor		26.6%
Labor	22.5	Debt Service		23.2
Insurance	13.2	Playground Maintenance		19.2
Salaries	11.3	Park Equipment		10.0
Maintenance and		Community House Maint'ance		8.5
Equipment	8.9	Legal Expense		5.9
Legal Expense	6.2	Office		3.6
Miscellaneous	3.4	Insurance		3.0

*Under arrangement with the city all maintenance work of the First Park District is cared for by the Department of Public Works, which bills the district monthly for the actual cost of labor and material. Non-recurring items, such as investment in major equipment and repairs are handled directly by the Board of the First Park District.

COST OF COOK COUNTY SERVICES

Cook County services include:

County Courts and law enforcement	Bureau of Public Welfare
Maintenance of County highways	Children's Service
Assessment and Collection of Taxes	Juvenile Detention Home
County Superintendent of Schools	Juvenile Court
Contribution to Pension Fund for	Cook County Hospital
Veterans	Public Defender
Oak Forest Institutions	Elections
for aged and chronically ill	Department of Public Health

Cook County Hospital, administration of the county courts and law enforcement, and the assessment and collection of taxes are the largest items in the county's budget. Most costly charitable services are the County Hospital, Oak Forest and the Juvenile Court.

Chart 19. WHERE COOK COUNTY'S 1948 SHARE OF THE TAX DOLLAR WENT

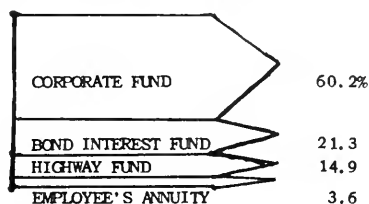


Chart 20. WHERE THE MONEY IN THE CORPORATE FUND WENT

All sources of revenue Total \$33,462,829.38

General County administration	11.75%
Courts and Law Enforcement	19.33
Assessment & Collection of Taxes	16.27
Hospital, Charitable, Educational	39.57
Loss and Cost of Tax Collections	6.13
Elections	5.85
Interest on Tax Warrants	1.10

NEW SOURCES OF REVENUE FOR LOCAL GOVERNMENTS

Limitation on tax rates and the rising cost of government have put Evanston, like other cities, on the spot. Property, it is felt, is bearing almost as much as it can of the tax burden.

Chart 21. COSTS OF GOVERNMENT REFLECTED IN YOUR PROPERTY TAX BILL

HOUSE ASSESSED AT:

	\$5,000		\$10,000		\$20,000		\$40,000	
	Dist. 75	- 76	Dist. 75	- 76	Dist. 75	- 76	Dist. 75	- 76
1946	\$105.00	110.00	210.00	220.00	420.00	440.00	840.00	880.00
1947	135.00	140.30	270.00	280.60	540.00	561.20	1080.00	1122.40
1948	150.70	154.30	301.40	308.60	602.80	617.20	1205.60	1234.40

(These figures are for the school districts outside of park districts.)

Any substantially greater burden placed on property could result in a tax strike and financial breakdown. Too high a property tax can also discourage the building of new housing and the location of new business and industry. Evanston, therefore, is looking for new sources of revenue.

Building up our undeveloped land with new homes and new business will bring in some additional revenue from the property taxes. More people and more activity mean more services also, of course, so that the revenue gain is not so great as it would appear to be. Furthermore, Evanston is more fully built up than most communities of its size. New building, unless carefully planned, could also destroy property values and lower the property tax revenue.

Improving our tax collecting system would also help bring in more revenue from the property tax. More prompt tax sales and follow-ups of tax delinquencies, and more efficient procedures for the clearance of land titles would reduce tax delinquencies and put tax delinquent property back on the tax rolls more quickly. This requires major surgery on our state revenue laws by the state legislature.

In search of new sources of revenue, Illinois cities, Evanston included, have been asking the state to share more of its revenue with them. The mayors of the state have contended that rising prices have increased sales tax revenues so that there is a large surplus over the allocated unexpended surplus and that some of this surplus could be turned back on a percentage basis, similar to the monthly motor fuel tax rebate. It has also been suggested that some of the state public utilities tax be turned back to the cities.

It would be unwise for Evanston to lean too heavily on the state treasury for its income. Too much dependence can destroy what local political independence the city does possess. If the city were to depend upon the vagaries of the state legislature for funds, it would never know what services it could afford to budget from year to year. Evanston, as all other Illinois cities, is buffeted about too much already by the ever shifting winds of state politics.

The state could extend the city's powers to tax in different fields. In 1947, Illinois cities were given permission to levy their own sales taxes. So far, no city has voted a sales tax, and it is extremely unlikely that Evanston, as an expanding center of trade would do so. The 1949 session of the legislature killed legislation aimed at permitting cities to license businesses and corporations.

Of course, no matter what the source, the money for government services must, in the long run, come from the individual. It may be raised by a public utilities tax, by a sales tax or some other method. Ultimately it is passed on to the consumer. Since it cannot be raised to any large extent from those who have little money, it must come out of the pockets of those who do have money. The first question to ask ourselves is, "Do we want this service of government - either for its direct benefits to us personally or its indirect benefits to us resulting from improvement of the general welfare?" The second question is, "Do we need this service?" and the third is, "Can we pay for it?" If all these questions are answered in the affirmative, the tax bill should not be looked upon as something devised by a foreign enemy for our confounding and impoverishment, but as the honest payment for services which we needed, asked for and received.

1949 SALARIES OF MUNICIPAL PERSONNEL

DEPARTMENT OF PUBLIC WORKS & PURCHASING		POLICE DEPARTMENT	
Commissioner	\$8,240	Chief of Police	\$6,240
City Engineer	5,730	Police Captain	4,644
Purchasing Department Clerk	2,808	Lieutenants - 6	4,260
Senior Clerk Stenographer	2,448	Sergeants - 8	3,936
Junior Clerk Stenographer	2,124	Patrolmen - 55	3,552
Engineer	4,128	Patrolmen - 6	3,502
Draftsman	3,480	Patrolmen - 11	3,420
Draftsman	2,640	Policewomen - 2	3,552
Stenographer	2,184	Principal Clerk	3,126
Traffic and Maintenance Division		Administrative Assistant	3,936
Traffic and Maintenance Engineer	4,344	Identification Analyst	3,552
City Electrician	3,936	Senior Clerks - 3	3,216
Assistant Electrician	3,804	Switchboard Operators	3,216
Assistant Electrician	3,360	Clerk Stenographers - 5	2,520
Sewer Division		Dog Warden	2,892
Superintendent of Sewers	2,320	Dog Pound Caretaker	2,832
(part time)		School Crossing Guards	
MUNICIPAL BUILDING		Janitor	2,700
Telephone Operator	2,124	Janitor	2,160
DEPARTMENT OF BUILDINGS		Radio Repairman	1,416
Commissioner	6,240	Vehicle Inspectors	2,832
Building Inspector	4,440	HEALTH DEPARTMENT	
Plumbing Inspector	4,128	Commissioner	6,840
Electrical Inspector	4,128	Food & Dairy Inspector	3,972
Smoke Violation Inspector	1,200	Asst. Food & Dairy Inspector	3,600
(part time)		Housing-Sanitation Inspector	3,600
Permit Clerk	3,600	Clerk-Deputy Registrar	2,640
Stenographer	2,448	Asst. Clerk-Deputy Registrar	2,640
FIRE DEPARTMENT		Asst. Clerk-Deputy Registrar	2,376
Fire Marshall	6,240	Public Health Nurses - 3	3,096
Assistant Chiefs - 3	4,644	Public Health Nurse	3,804
Captains - 5	4,260	Laboratory Director	4,200
Lieutenants - 7	3,936	Laboratory Technician	3,096
1st Class Private & Mechanic	3,840	Laboratory Assistant	2,316
1st Class Private & Mechanic	3,672	CITY COLLECTOR'S DEPARTMENT	
1st Class Privates - 47	3,552	City Collector	5,240
1st Class Privates - 11	3,492	Asst. City Sealer & License	
1st Class Privates - 12	3,420	Enforcing Officer	3,840
TREASURER'S DEPARTMENT		Stenographer and Clerk	2,808
City Treasurer	\$2,592	Clerk	2,568
Bookkeeper	3,672	CITY CLERK'S OFFICE	
Clerk and Stenographer - 2	2,100	City Clerk	5,400
Clerk and Stenographer	1,560	Secretary to Clerk & Council	
		Stenographer	3,024
		Deputy City Clerk & Registrar	2,808
		Council Page	480

WATER DEPARTMENT		LEGAL DEPARTMENT	
Assistant Supt. and Chemist	\$5,240	Corporation Counsel	\$7,340
Office Assistant	2,520	City Attorney	3,840
Pumping Station			
Master Mechanic	5,120	CITY OFFICERS	
Operating Engineers - 4	3,996	Mayor	10,000
Operating Engineer	3,792	Secretary to Mayor	2,700
Firemen - 4	3,288	City Comptroller	360
Oiler Repairmen - 5	3,480	Aldermen - 16	780
Maintenance Mechanic	3,660	MUNICIPAL COURT	
Filtration Plant		Judges - 2	6,000
Chemist	3,804	Clerk of Court	5,000
Chief Operator	4,140	Deputy Clerks - 3	3,288
Operators - 3	3,600	Secretary to Clerk of Court	2,304
Operators - 2	3,360	PARKING METER ACCOUNT	
Water Mains Division		Collector	2,940
Foreman (part time)	2,320	(3 Policemen and 1 Stenographer from Police Department)	
Water Meter & Billing Division		SMALL PARKS	
Chief Clerk	2,808	Superintendent	4,640
Clerk	2,520	PUBLIC PLAYGROUNDS	
Clerk	2,326	Superintendent	5,240
Junior Repairman	2,820	Activity Director	3,480
Meter Shop Foreman	3,996	Activity Director	2,700
Meter Repairmen - 2	3,264	Activity Directors - 2	2,640
Inspector	3,264	Activity Directors - 3	2,376
Meter Readers	2,520	Carpenter, Maintenance Man	2,640
STREET AND BRIDGE REPAIR		Maintenance Foreman	3,156
Superintendent of Streets	5,240	Maintenance Man	2,508
Clerk and Stenographer	2,904	Clerk and Stenographer	2,184
Clerk	2,700	Janitor (Eiden)	2,508
LABOR - PARKS, STREETS, REFUSE COLLECTION		CIVIL SERVICE COMMISSION	
Laborer	2,604-3,000	Commissioners - 3	300
Truck Driver	3,120	Secretary & Chief Examiner	2,700*
Foreman in Public Works	3,804-3,996	Senior Clerk	2,520
Garage Mechanic	3,516-3,624		
Street & Refuse Collection	3,120-3,180		

*The Secretary of the Commission is paid by the hour. The \$2,700 is budgeted item. In 1948, he received \$1,959.50.

Chapter XII

EDUCATION, PRESS AND RADIO

Education founded Evanston. It is still its biggest business. In 1947, over 20,600 people were attending some kind of school within the City. Northwestern University alone employs some 2,600 people. With the standard of education of its citizens far above the state and national levels, interest in education has been fundamental in the growth of Evanston. Half of every tax dollar goes for the support of the city's public schools. In 1947-48, 11,300 children were going to the elementary schools and the high school.



The Illinois Constitution gives the state, rather than the local government, the responsibility for establishing the pattern of our schools. The legislature provides for the various types of school districts, prescribes the powers and duties of local school officials, establishes the fiscal procedures which are used by the schools, sets up plans for certification and pensioning of teachers, fixes minimum salaries and tenure for teachers, provides for the inclusion of certain subjects in the curriculum, provides for supervision and control by state and county officers, and creates a multitude of other requirements. Also, since 1825, Illinois has provided some form of state aid to local school districts throughout the entire state.

State requirements are minimum rather than maximum. A town may do more. It may not do less. Within this framework, the citizens of Evanston may control their own educational system.

EVANSTON'S THREE SCHOOL DISTRICTS

Early state laws placed Illinois among the twenty-six states using the district system of school organization. Separate districts were set up for high school and elementary schools. More

recently the state has permitted unit districts, providing education from grade one through twelve. Under the school reorganization laws, the number of school districts in the state may be reduced from about 12,000 in 1945 to 5,000 by the end of 1949.

Evanston, however, still operates with separate districts. The city has never had a unified educational system. In 1873, there were five elementary school districts. District IV joined Chicago. District V joined I (now 75) in 1888. Districts 74 and 75 consolidated in 1906. Thus five districts were finally reduced to two, District 76, the south one-third of the city, and District 75, the north two-thirds and a part of Skokie, with both districts operating the junior high school in the south end of Evanston. When it came time to build a high school in 1883, another district, 202, was formed.

SELECTING SCHOOL BOARDS

The school boards are elected by the voters at special elections held the second Saturday in April. They are in no way connected with the city government. The size of the board is specified by state law. The elementary school boards each have ten members, the high school board, five members. They are elected on a non-partisan basis for staggered three year terms. It has been found that school board members increase in value to the board as they grow in experience. Therefore, members usually serve at least two and often three consecutive terms. There is no limit set by law. Such as has been found advisable is set by the caucuses.

State law says little about the procedure for nominating candidates for school boards. Any qualified person, who submits a petition with at least fifty signatures to the secretary of the school board twenty-one days before the election, may run.

The Evanston school caucus grew out of the need for a more responsible method for selecting candidates. Although the District 75 caucus had come into being many years before, it did not become consistently active until the thirties. The high school district and District 76 both adopted the same procedure. The caucuses have no legal status whatever. They simply endorse candidates for election.

Today each school district holds its annual caucus in March, at least thirty days before the election. Each caucus is made up of some fifty local organizations, non-partisan, non-religious (District 76 uses the word "non-sectarian") in character, which are primarily interested in children or have as part of their program concern for the public schools of the community; an exception is made in the case of the Parochial School P.T.A.'s. Each organization pays a nominal membership fee and sends two delegates to the caucus. The P.T.A.'s are usually the most active members of the caucus though they may not have more than fifty per cent of the general membership.

In District 76, a caucus organization meeting is held each October when a chairman, vice-chairman, secretary-treasurer, and

two new members of the committee are elected. There are six regular members of this committee elected for a three year term, plus three officers who are ex-officio members, making nine in all. In January the caucus secretary notifies all delegates of the date in March when the nomination meeting will be held and asks for recommendations for candidates which must be submitted by early February. All recommendations are carefully considered by the executive committee and a report of names submitted and those recommended for caucus endorsement is sent to each member organization at least ten days before the nominating meeting. These names are then voted on at the caucus in March. Those chosen are the candidates officially endorsed by the caucus. The name of the selected candidate for each vacancy is then put on a petition which is signed by at least fifty residents of the district. This places the candidate's name on the election ballot.

District 75 and 202 caucuses operate under similar rules of procedure. On or before December 1st, the caucus secretaries ask for recommendations for school board members from all member organizations, to be returned by February 5th. At the caucus in March these names are read by the secretary and the candidates are nominated by the recommending organizations. Candidates whose names have not been previously sent to the secretary may be proposed from the floor of the caucus if such a proposal is supported by five delegates, or three organizations. The caucus then votes and the candidates selected are those endorsed by the caucus. Each name is then put on a petition which is signed by at least fifty residents of the district. These names appear on the election ballot. All caucus meetings are open to the public but only qualified delegates may participate in the discussion and voting.

The P.T.A. recommendations in Districts 75 and 202 are screened by the caucus committee of the P.T.A. Council of Evanston. Early in the fall the caucus committee of the Council, consisting of nine members, three elected each year by the Council from north, south and central Evanston, sends a letter to each P.T.A. unit, asking it to send in the names of well-qualified persons in its school district to fill board vacancies. Each P.T.A. may send in as many names as it wishes, whether or not a resident of its school area already sits on the board. The caucus committee then selects from these lists the men and women it deems best fitted to serve. At the January meeting of the full Council the committee recommendations are submitted for discussion. If the Council approves the list, these will be the official P.T.A. candidates to be nominated at the caucuses of Districts 75 and 202 by the P.T.A. units which originally sent in the names selected.

Organizations or persons dissatisfied with the caucus selections may place their candidate's name on the ballot by getting at least fifty signatures to a petition and presenting it to the secretary of the school board twenty-one days before the April election. Voters may also write in the names of other candidates at the time of the election. Candidates endorsed by the caucus usually have wide public support, since they have been carefully selected by a group of citizens interested in maintaining good schools.

CONSOLIDATION

Throughout the years attempts have been made to consolidate the two elementary school districts. At present the dividing line follows Greenleaf Street to Sherman Avenue, Crain Street to Wesley Avenue and Dempster Street to the canal. In 1915, the issue came to a vote and was defeated by the south Evanston District, which voted 1,451 to 60 against it. Consolidation was discussed again in 1926, but after much consideration of the legal points at issue, the school boards of both districts met in joint session and resolved that since it had been found that a consolidation of Districts 75 and 76 would result in the establishment of a district co-extensive with that of Evanston Township High School, it might lead to objections in bond issues. Union was considered unwise at the time, but the two boards resolved to establish a closer relationship between the two districts.

Seven years later, in 1933, the boards met again and reported themselves in favor of consolidation, but were unanimous in the belief that immediate consolidation was unwise due to the local tax situation. They believed, however, that the time was not too far distant when consolidation would become a fact.

If the two districts did unite, the consolidated district would have the debt incurring power and taxing power of one school district only. Since these two powers are based on a certain percentage of the total assessed valuation, it would not mean any practical difference in the actual amount of money which the two districts could raise. It is legally possible to consolidate the two districts. The High School District would now be unaffected by the consolidation.

The basic difficulty lying in the path of union has always been the difference in tax rates levied by the two districts. In 1915, when consolidation was first voted upon, the southern district had built its schools. It contained the bulk of taxable property and was not interested in taking on the tax burdens of building new schools for the north end of town. Now the tax situation is changed, and District 75 has the larger assessed valuation per child enrolled. Within its boundaries is the important commercial area around Fountain Square, a rich source of tax funds. The present extensive building program in District 75 has made a considerable increase in its tax rate. Accordingly, the current difference in the tax rate between the two districts is very slight. (See table of comparative tax rates, page 116 in Chapter XI)

THE DISTRICTS WORK TOGETHER

The administrations of the two districts work very closely together. The superintendents confer regularly. Nichols Intermediate School, located in District 76, is administered by both districts. Typical of this cooperation was the mathematics articulation committee set up in 1945 to study certain problems con-

nected with the teaching of mathematics in the three districts. As a result, the committee feels that although it has not solved all its problems, agreements on basic problems were reached which are resulting in a better program in mathematics from the kindergarten through the high school years.

Cooperative agreements on guidance services have been effected in the three school systems resulting in better coordination of the educational guidance programs of the public schools. The work with exceptional children has been consolidated under one department. Recently the three school boards have met to discuss their mutual problems and the development of a common educational philosophy for the junior high program. District 76 has abandoned its policy of starting children at mid-years, so that the two districts now have the same admission policies. The school districts plan to continue cooperation in such matters as reports to parents, curriculum, and other matters for the general welfare of pupils and teachers.

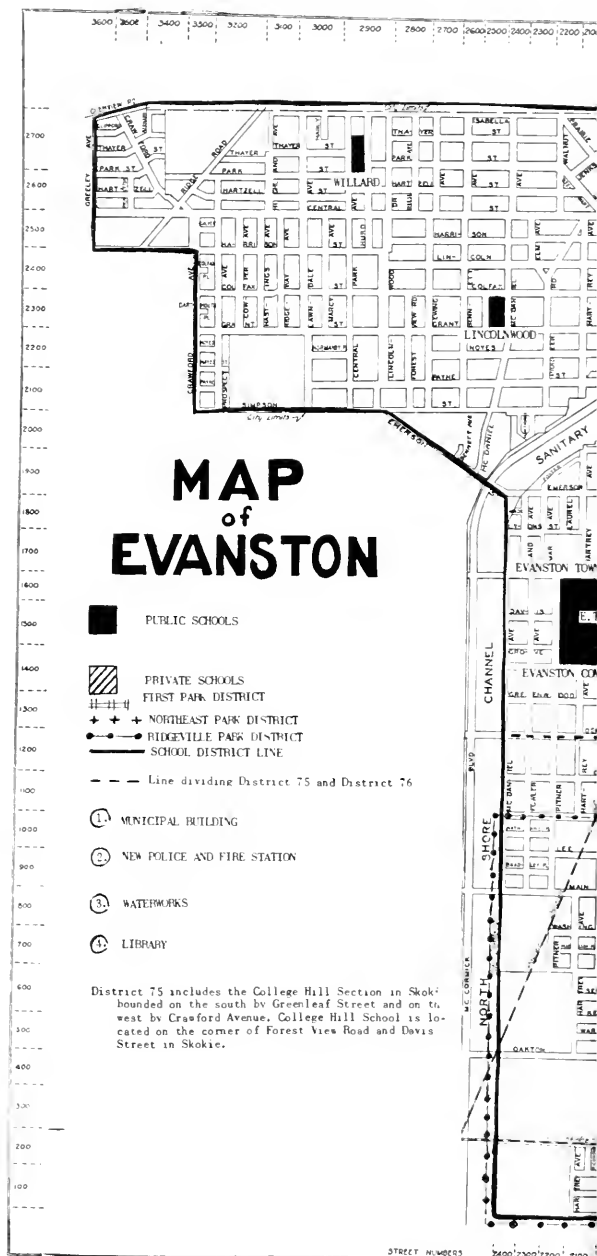
ENROLLMENT

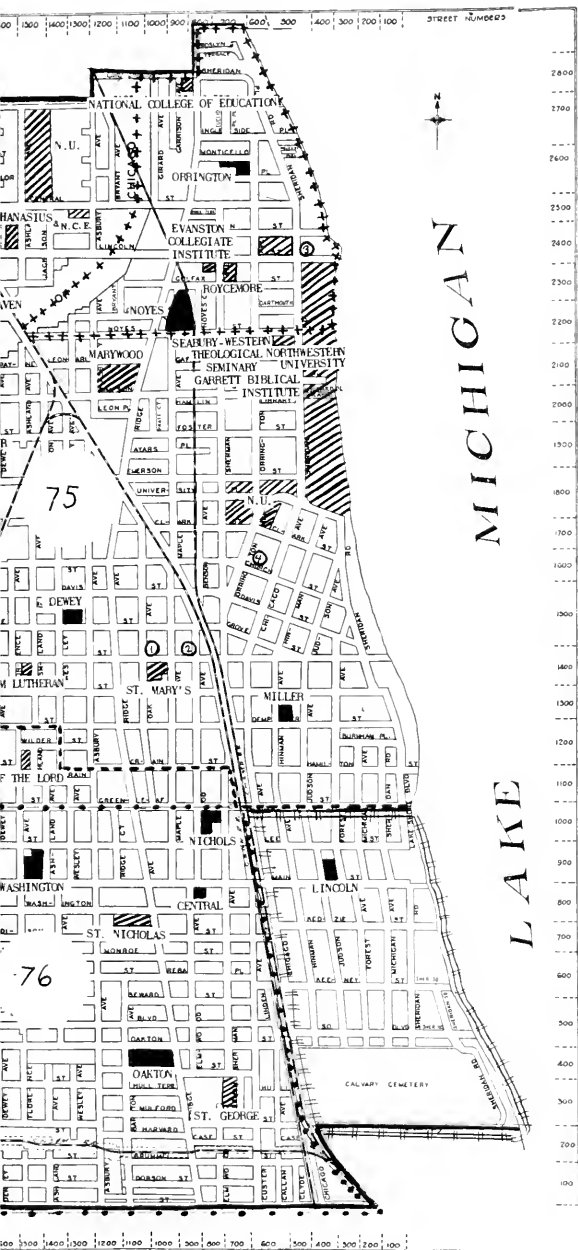
School enrollments were at a twenty year low in 1946. South Evanston had 2,034 children in school in June, 1949, compared with 3,378 in 1933-34. North Evanston had an enrollment of 3,851 in June, 1949, compared with a peak of 4,874 in 1933. Rising birth rates during the 1940's are now reflecting themselves in larger school enrollments. There were twenty-nine per cent more children in Evanston under six years of age in 1948 than there were in 1943. If the high birth rates of the post-war years continue, District 75 is anticipating over 6,000 children enrolled by 1958. At that time there would be between 10,600 and 11,800 children in all Evanston grade schools.

OUR ELEMENTARY SCHOOL PLANTS

There are fourteen elementary school buildings in Evanston. Three of them function as junior high schools. They represent a total investment of \$9,253,099.51. Nine of these are in District 75, five in District 76.

To provide needed classrooms and make necessary modernization in existing buildings, the citizens of District 75 in 1948 voted \$1,620,000 for a school building program. This will include a new Lincolnwood School; eleven additional classrooms for College Hill, where considerable home building is going on; three new classrooms and a gymnasium-auditorium for Miller; a larger kindergarten, two classrooms and an auditorium-gymnasium for Noyes; six extra rooms for Haven and a new administration building for the district. With the exception of the addition to College Hill, the program is for children now born and living in Evanston. If birth rates remain high further planning will be necessary for the middle and late 1950's. District 76 is studying its population trends carefully in





order to be prepared for future developments.

DISTRICT NO. 75			DISTRICT NO. 76		
School	Capacity	Enrollment June 1949	School	Capacity	Enrollment June 1949
College Hill	150	167	Central	324	268
Dewey	450	348	Lincoln	500	501
*Foster	700	575	*Nichols	700	539
*Haven	1200	938	Oakton	850	658
Lincolnwood	500	425	Washington	250	186
Miller	325	276			
Noyes	325	298			
Orrington	360	260			
Willard	500	427			

*These buildings also have the 7th and 8th grades.
137 children in District 75 attend Nichols School.
See map on preceding pages for location of schools.

THE ELEMENTARY SCHOOL PROGRAM

The elementary school programs of both districts rank high. Its schools are one of Evanston's major attractions as a place to live. In the elementary schools of Evanston there are twenty-six pupils per teacher, exclusive of special classes. The emphasis is placed on the child and on his overall development. Every effort is made to teach the basic skills, reading, writing, language and arithmetic, in as interesting a way as possible. Social studies play an important part in the child's school life and he is made well aware of what is happening in the world about him. The curriculum is varied and adaptable. Revisions and modifications are going on constantly.

Group and creative activities play a large role - art, music, creative dramatics and shop. Great emphasis is placed on music. The homemaking departments in the junior high schools deal with a number of phases of family living. The manual arts department gives an opportunity for developing skill in various crafts. There is a required state physical education program of five periods per week. The audio-visual education program is extensive and is used to vitalize the concepts of the children's studies.

TESTING AND EDUCATIONAL PLANNING

A testing and educational guidance program aimed at aiding the

child in his choice of work in school and later in life has growing importance. Both districts have testing and educational guidance programs beginning with the kindergarten in Nichols and Haven schools. The Director of Research and Guidance at the High School serves on a part-time basis to administer tests that will aid in placement of students entering high school.

SPECIAL SERVICES FOR THE EXCEPTIONAL CHILD

The exceptional child, the child who deviates in one or many ways from the so-called normal, has many opportunities for development. Evanston has pioneered in this work since 1919. A staff of between twenty-five and thirty specialists is working with exceptional children in the elementary schools and the high school. In 1948, the three boards of education appointed a special director to supervise work with exceptional children.

The orthopedic unit at Haven School serves children ranging in age from four to fourteen years. Specialized teaching, occupational therapy, physical therapy, speech therapy and transportation are provided on the basis of individual needs. The high school offers a specialized program of tutoring and counseling for those with severe physical deviations.

An itinerant teacher is provided for students who may be confined to a hospital or their homes for a long period of time due to illness or accident, or who may be permanently physically disabled.

A sight conservation program is available for children who have visual difficulties which necessitate special equipment, teaching materials and techniques. This class is located at Nichols School and serves children ranging in age from six to thirteen years.

A special program for children with a slow rate of learning is planned for children at all age levels. It is aimed to meet each child's need toward the end that he may become economically and socially competent. Each child works in small groups with a curriculum that enables him to obtain basic skills within his limitations and offers him a chance for achievement and success.

Six specialists in the three school districts serve students who need help in improving their speech. Delayed speech, stuttering, lisping or organic speech problems, and others are types included in the speech therapists' service.

Three specialists work with children who are deaf or hard of hearing. There are services for the young child at the Orrington School and the older child in the elementary schools at Nichols and for the high school students at the Evanston Township High School.

All therapy is given only on recommendation of and under the supervision of each child's physician.

The visiting counselor service aims to give service to the child in school toward enabling him to deal adequately with those problems affecting his social adjustment. An interpretative service is provided to both teachers and parents. A diagnostic consultant

service is available from a clinical psychologist who devotes her full time to the program for exceptional children in the elementary and high schools.

The White House Conference report indicates that approximately twenty-two per cent of all children need some kind of individualized opportunity or special service during their school attendance. During the past year approximately 1,000 students in Evanston were given some special service. These services are made available through referrals from the principals, the parents and community agencies.

REQUIREMENTS FOR THE TEACHING STAFF

Some 321 teachers, supervisors and principals teach in the elementary schools, District 75 had 217 in 1948; District 76, 103. In order to teach in the Evanston grade schools each teacher must have a Cook County Teachers' Elementary Certificate. To secure such a certificate, the teacher must have a college degree with a minimum of fifteen hours of education. All prospective teachers are interviewed by the superintendent and in some cases by the principals. University records and past employment records are carefully checked. The superintendent sets the requirements for each position and recommends to his Board of Education the candidates for available openings on the staff.

Teachers' salaries following the war years have risen sharply to keep abreast of similar increases all over the country. A joint Board of Education-teacher committee is working now on a complete salary program for District 75. After working over a period of two years on a teachers' salary program, a report of this joint committee has been accepted by the Board of Education and a first step toward the salary program proposed by the committee has been taken by the Board. This calls for sabbatical leave, more generous provisions for sick leave and maternity leave, and for required advance training at regular intervals by the teaching staff.

Five per cent of a teacher's salary, up to \$4,800, goes into a pension fund, to which the state adds seven per cent. Retirement age is sixty-five and the maximum retirement allowance will probably be around \$2,800, annually.

After a teacher is selected for the third year, she is on tenure. After that event, a teacher may be dismissed for just cause only under procedures set up in the tenure law. This law was passed to give protection to the teachers of Illinois who might be dismissed in an arbitrary fashion for political and other reasons that might have no relationship to their professional competence. In-service training programs are offered by all three districts to all teachers during the school term.

THE SUMMER SCHOOL PROGRAM

During the six weeks summer school a rich program in language

arts, crafts and fine arts is offered. In addition, dramatic classes and music are given under Northwestern University sponsorship.

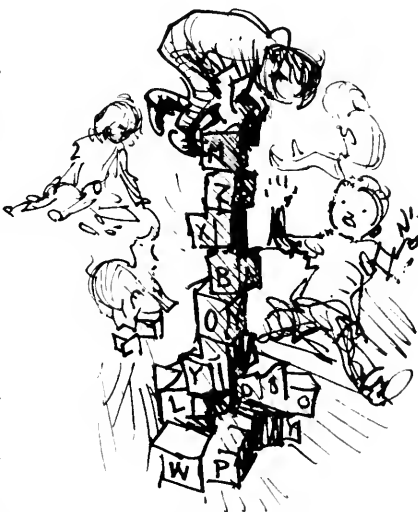
PARENT TEACHER RELATIONSHIPS IN THE ELEMENTARY SCHOOLS

Each school has an active Parent-Teacher organization which works to bring home and school closer together. These groups hold monthly programs concerned with education and child welfare and community problems or featuring the school's children in music and dramatic programs. Parent education plays an increasingly important role and some schools hold yearly open houses to acquaint the parents with their children's teachers and daily school routine. These programs are supplemented by smaller parent education programs through the year. Many Parent Teacher units have helped to buy specialized equipment for their own schools, such as pianos, microscopes, films, books and records. They have helped expanding recreation programs, and have sponsored both adult and child leisure time activities in the schools.

Over 3,000 parents belong to the Parent Teacher organizations. Twenty elementary school P.T.A.'s comprise the Parent-Teacher Association Council of Evanston, which serves as the correlating body between the individual units and the state and national P.T.A. Congress. The P.T.A. Council offers an annual school of instruction in the spring where local unit officers and leaders study the year's program.

THE PRE-SCHOOL CHILD

The pre-school child is receiving more and more attention in the educational program. Ten day nurseries and nursery schools of major importance and a number of smaller schools held in homes offer opportunities for the very young child. Two, open all day, are Community Chest agencies. These are the Child Care Center, at 1524 Simpson Street, and The Evanston Day Nursery, at 1515 Wesley Avenue. National College of Education and Roycemore Girls' School sponsor morning nursery schools. There are no public nursery schools. In 1947, however, the beginnings were made when Northwestern University and District 76 opened a nursery school under their joint supervision. This is used as an observation



school by the University, in training nursery school teachers.

In the fall of 1949 Oakton School, in District 76, in cooperation with the parents of the district, provided space and educational supervision for a nursery school, supported by tuition fees.

PAROCHIAL AND PRIVATE SCHOOLS

There are five parochial elementary schools, attended by over 1,500 children. One, Bethlehem Lutheran, is under the Lutheran Church; the other four are Catholic: St. Nicholas, St. Athanasius, St. Mary's, and Ascension.

There are two Catholic High Schools, St. George for boys and Marywood for girls.

Boycemore is a well-known private school for girls, including all grade levels through the high school.

EVANSTON TOWNSHIP HIGH SCHOOL

Evanston Township High School ranks among the best high schools in the country. It was given the top ranking, "very superior," by the national cooperative study of the regional College Associations of America. LOOK magazine included it as one of the twenty-five best high schools in the nation.

The student body of close to 2,500 is divided into ten home rooms, each with its own student organization and programs. Of some 16,000 graduates of the high school, more than seventy per cent have entered at least 300 different colleges. They are on the preferred list for college entrance; as candidates for the College Board examinations they have made a notable record; and many more than the usual number of scholarships are available to them.

The faculty of the high school numbers 113 full-time and 7 part-time instructors and 3 librarians. They represent more than a hundred different colleges and universities and the majority of them have advanced professional degrees. The stated maximum salary for classroom teachers is \$5,800.

THE CURRICULUM

As in all good schools, courses of study are designed to meet the varying needs of youth. There is no "best curriculum" for all students to follow. Courses are grouped in order that students may select work for which they have ability and interest. Such groupings include "Preparation for Business," "Fine Arts," "General Culture and Higher Institutions," and "Practical Arts."

The high school maintains a physical education and health program far superior to that of most secondary schools, including physical examinations, dental examinations, posture photographs, tuberculosis tests, eye tests, etc. In addition to competition with other high schools in the area, there is a broad program of intramural sports which offers opportunities for all boys and girls

to participate.

The high school offers a popular and extensive summer school session of six weeks.

STUDENT ACTIVITIES

Upon entering high school every student has automatic membership in a school-wide club, Quadrangle for boys, Trireme for freshman and sophomore girls, and Pentangle for junior and senior girls. In addition there are about fifty clubs and councils to interest students from the standpoint of their studies and hobbies. Evanston's biggest community event is the annual spring Music Festival featuring some 800 students from the various music groups. The all-school magazine subscription campaign in Evanston each fall affords every student opportunity for practical experience in salesmanship. The Evanstonian, recognized nationally as an outstanding school paper, is the result of the work of many boys and girls interested in writing and business organization. Travel advantages are offered by the spring vacation tours to Washington, D.C., and other points of national interest. The high school participates regularly in the collection of funds for the Community Chest, the Infant Welfare Association, the March of Dimes, the Cancer Educational Campaign, and the Red Cross Membership Campaign.

THE NEW SCHOOL

The "New School" of Evanston Township High School has, since its very beginning, been an object of much interest on the part of educators. It has pioneered in the use of Core studies, a pupil-teacher planned course which covers the English and Social Studies areas in more conventional programs. The New School students, who apply for membership in the group, include those in all ranges of aptitudes and skills. They comprise one of the ten home rooms of the high school. They take the same courses as the other high school students in mathematics, science, etc., and are also given all the standard examinations. The emphasis is not on the mastery of standardized bodies of subject matter, but rather on the added acquisition of skills, attitudes, experiences, and backgrounds desirable for living.

The parents of pupils in the New School have always cooperated closely with the project and have formed the New School P.T.A., a branch of the P.T.A. of the high school.

THE GUIDANCE PROGRAM

The high school has developed a testing and educational guidance program, the basic instrument in which is the Central Testing Bureau which gathers and correlates data about each student. Entering students are given placement tests as aids in selecting the

sequence of courses they should follow. Each year many achievement tests are given to students to determine the level of academic accomplishment in various subjects. The results help in student counseling and in curriculum planning and revision.

PLANNING CAREERS

Evanston Township High School students receive career counseling from advisors, home-room directors, and teachers, supplemented by career conferences, college colloquies, and weekly classes for seniors in college problems. Many colleges and universities send representatives to Evanston to consult with students on college admission and opportunities.



CAREER GUIDANCE

From the desire to know more about career possibilities came the present forty career study clubs, largely student directed. They afford opportunity to observe various occupations and professions. The adult leaders, trained and provided by the Evanston Kiwanis Club, are experienced in their fields.

At the student's request, colleges, trade schools, business schools, and employers may receive a photocopy of the guidance data developed by the student and his counselor. An extensive series of career tests is available if desired by students or their parents.

The testing service and career guidance work are provided free also to returning Evanston servicemen. In the first year following the war, more than 500 veterans requested this service.

EDUCATIONAL PLANNING AND PUBLIC RELATIONS

To evaluate in the light of present and future needs the services offered by the high school to the community and to adapt continuously its services to satisfy changing conditions, the high school administration established in 1944 an Educational Planning Committee made up of Evanston citizens, staff members, and faculty representatives from the two elementary school districts as well as from the high school. This committee, whose function is purely advisory, has the following objectives: (1) study of basic emphases; (2) constant examination of the curriculum; (3) evaluation of facilities and equipment; (4) cooperation with national, state, and community organizations and agencies on projects of common interest, and (5) stimulation of professional growth.

Another committee of eight faculty and lay members was established by the administration in 1947 to consider and promote wider

public relations between the school and community. Articles in the daily papers and the Evanston Review, radio programs on local stations, and mailings to parents of incoming freshmen are the principal means of integrating the high school and the community.

HIGH SCHOOL PARENT-TEACHER ASSOCIATION

The high school has an effective P.T.A. whose influence has grown steadily in the community. Primary among its services are the Student Aid and the School Health Loan Fund which are financed through annual benefits and fund-raising affairs such as fashion shows, card parties, play readings, and book reviews. The P.T.A. is active in providing funds for special equipment and gifts to the school. It sponsors lectures on parent education, the annual pupil tours during spring vacation, and conferences on jobs and careers.

COMMUNITY COLLEGE

One of the new community needs foreseen by the Educational Planning Committee was the extension of educational opportunities beyond the four years of high school. This need was emphasized by crowded colleges and the resulting handicap to returning service men and women, and the two-year Evanston Township Community College division came into being in 1946. It is a non-profit, independent, public junior college offering more than sixty courses taught by seventeen faculty members. There are seven programs of basic studies: business engineering, general education, law, liberal arts and sciences, medicine and professional education. The college is officially recognized by the State Accreditation Agencies. Credits earned may be transferred to other colleges and universities. There is an evening school and a six weeks summer session of fully accredited courses.

The Community College is largely supported by tuition fees from the students. The present student body of 250 will undoubtedly increase under a work-study plan sponsored jointly by the college and the Evanston Chamber of Commerce.

A joint committee of the college staff and community organizations is now working out a community service plan whereby members of the college student body will have the opportunity to engage in volunteer work in various community organizations and agencies.

ADULT EDUCATION

The high school is also the home of one of Evanston's many opportunities for adult education - the Evening School. Since 1943 enrollment has steadily increased and now some 1,500 adults continue their education in the Evening School. The curriculum covers forty-five subjects and over seventy sections taught by more than fifty faculty members. Courses have ranged from Spanish and Japanese

through Still Life Painting, Marriage Psychology and Physiology, Auto Driving, Algebra, and Great Books. The school is run on a fee basis.

THE HIGH SCHOOL PLANT

The high school building, set in sixty-five acres of ground at Dodge Avenue and Church Street, was occupied in 1924. The Illinois state physical education law, passed during World War II, requires additional physical education facilities. A bond issue of \$1,600,000 was passed in 1948 by a ratio of fifteen to one, and plans are now under way for a new gymnasium and field house. A shop building has been a long-felt need. The expansion of science courses has made the laboratory facilities inadequate, an inadequacy accentuated by the growth of the new junior college. Increased student interest in arts and crafts finds no space for its development. All these will be housed together in a new technical building.

Only the decline in enrollment since 1938, due to the lowered birth rate of the depression years, has made it possible to house the new junior college. To accommodate the increased number of children born during the war years will require long-range planning.

The 1948 bond issue did not provide for an auditorium. Evanston Township High School is probably the only school of its size and character in the country without an auditorium. It is forced to use the gymnasium for all-school activities. This is unsatisfactory. Both the school and the community would benefit greatly through the provision of a suitable meeting place for large groups.

NATIONAL COLLEGE OF EDUCATION

Located in Wilmette, but very much a part of the Evanston community, is the National College of Education. This four-year college, granting the degree of Bachelor of Education, was founded in Chicago in 1886, and has been on the present Sheridan Road site since 1926. The property, valued at \$1,166,160, includes an educational building and two modern houses at the Wilmette-Evanston boundary, and a large residence hall at Asbury Avenue and Central Street, Evanston. The College attracts students from all parts of the world. Through liberal arts and professional courses the college gives distinctive preparation for teachers of pre-school, kindergarten and elementary grades. The student body numbers 500, with a faculty and administrative staff of seventy. The school is accredited by the American Association of Teachers' Colleges and by the North Central Association of Colleges and Secondary Schools.

The Children's School of National College of Education provides a rich program for 280 tuition pupils, including nursery school, kindergarten and the eight grades of the elementary school. This school, taught by twenty or more master teachers of the college staff, offers demonstration and training for the students of the College.

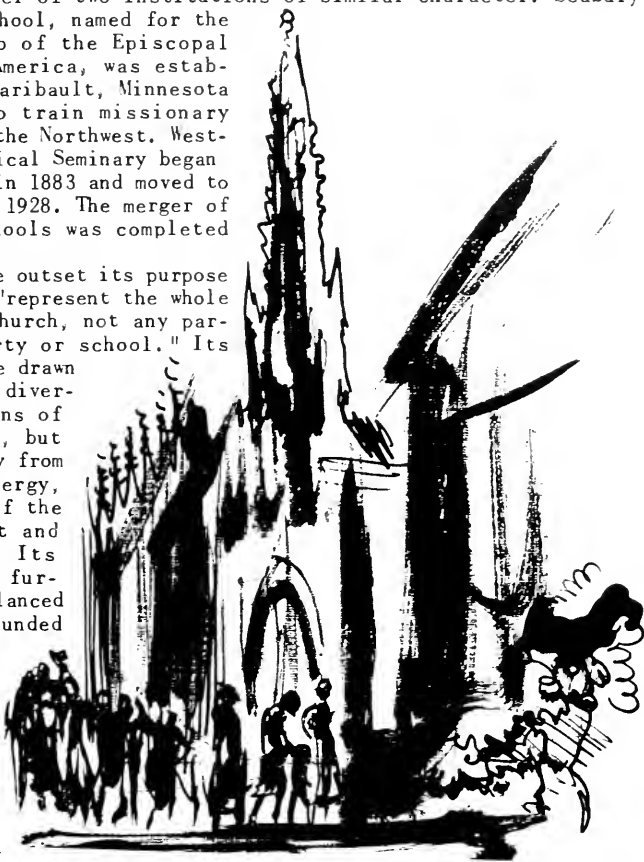
SEABURY-WESTERN THEOLOGICAL SEMINARY

Seabury-Western Theological Seminary, a graduate school preparing men for the ministry of the Episcopal Church, is the outcome of the merger of two institutions of similar character. Seabury Divinity School, named for the first Bishop of the Episcopal Church in America, was established at Faribault, Minnesota in 1858, to train missionary clergy for the Northwest. Western Theological Seminary began in Chicago in 1883 and moved to Evanston in 1928. The merger of the two schools was completed in 1933.

From the outset its purpose has been to "represent the whole Episcopal Church, not any particular party or school." Its trustees are drawn from widely divergent sections of the country, but particularly from bishops, clergy, and laity of the Middle West and Northwest. Its curriculum furnishes a balanced and well-rounded preparation for the ministry. It is a pioneer in training men for the rural field. The resident faculty

numbers ten. The student body, approximately seventy-five at the present time, come from all over the United States. There are also foreign guest-students.

In its Chapel of St. John the Divine services are conducted in accordance with the best of Anglican tradition as embodied in the Book of Common Prayer.



GARRETT BIBLICAL INSTITUTE

Garrett Biblical Institute, founded in 1854, is the largest of thirteen graduate schools of Theology in the Chicago area. Actual class work began January 1, 1855, with four students in attendance. The founders of Northwestern and Evanston, John Evans and Orrington Lunt, also participated in the development of Garrett Biblical Institute. The school took the name of a former mayor of Chicago whose widow gave the first substantial gift.

Although located on the campus of Northwestern University, Garrett is an independent institution with its own buildings, endowment, faculty and trustees. The relationship between Garrett and Northwestern has been cordial and intimate throughout the years. Only students who have earned a college degree are admitted to Garrett. Many Garrett students take work at the University, and some Northwestern students enroll in classes at the Institute. The University grants the Master's degree and Doctor's degree to Garrett students who qualify under the cooperative program of study.

Garrett was established by a group of Methodists to train men for the ministry of that church. It has always been open, however, to those of other ecclesiastical groups. In 1948, thirty-two denominations and faiths were represented in the student body. The faculty is composed of fifteen full-time teachers and several part-time instructors.

In 1948 the program of study at Garrett attracted the largest student body enrolled in any of the ten theological schools of Methodism. Six hundred forty-three students from forty-four states and nine foreign countries were enrolled.

EVANSTON COLLEGIATE INSTITUTE

Another Methodist sponsored school is the Evanston Collegiate Institute, an accredited junior college. It was organized as a junior college in 1934 as a result of the united efforts of the Swedish Methodist Theological Seminary and the Norwegian Danish Theological Seminary. To provide a school where students with limited funds could acquire a college education by earning all of their expenses if necessary. From a meager beginning of thirty-four students the college has grown steadily to a present enrollment of 175.

A student may complete the first two years of work leading to a Bachelor of Arts degree, or concentrate on meeting pre-commerce, pre-engineering, pre-nursing or pre-ministerial requirements for special study later at a university. With twenty members of the faculty, classes are unusually small. As in the days when the college was first founded, the schedule of classes is arranged to allow the afternoons and weekends for work. As many as ninety per cent of the students in one year have earned part or all of their expenses.

Most of the operational expenses of the Institute are borne by the students themselves. The rapidly mounting enrollment of the

college since the close of the war is requiring curriculum changes and expansion of the physical plant and the addition of much new equipment. The college is a favorite with Methodist pastors, and as many as thirty per cent of the students in one year have expressed their intention of devoting their lives to full-time Christian service.

NORTHWESTERN UNIVERSITY AND EVANSTON

In May, 1850, a little group of farseeing successful business men met to discuss the founding of a college. They believed in the future of the great Northwest Territory. Their devout religious faith and their belief in the Methodist church molded the type of education for which they were to stand. The need for higher standards of education inspired them, for they were keenly aware of the inadequacy of the educational facilities in the Middle West. On January 28, 1851, an Act of Incorporation was passed, organizing "The Trustees of the North Western University." The present annual Candle Lighting ceremony is but a symbol of rededication to the light that flickered so faintly in 1851. John Evans and Orrington Lunt arranged for the purchase of farm lands on the shores of Lake Michigan, and by 1855 one frame building was completed and classes began, with an enrollment of four students and a faculty of two professors. In 1854 two farms, of approximately 407 acres were platted into a town which in the minutes of the Trustees was called "Evanston," honoring Dr. John Evans. As the years went by, additional farms were acquired, until the University platted approximately 678 acres, bounded by the lake on the east, Greenleaf on the south, the Chicago and North Western Railroad right of way on the west, and Isabella Street on the north.

The Evanston which Northwestern University founded was truly conceived and designed as a university home. The very streets were dedicated to the memory of those early founders, members of the Board of Trustees and faculty who made Evanston possible. So today we literally walk upon the memorials dedicated to Evans, Orrington Lunt, Sherman, Brown, Foster, Davis, Judson, Hinman, Haven, Clark, and many others.

Northwestern University was not a child of Methodism as such, but a creation of devout Methodist laymen who believed firmly that education should be linked with religion and that learning should be "sanctified." The founders saw the value of encouraging not alone the expansion of Methodism; they made land available to the Presbyterians, Baptists, Protestant Episcopalians, Independents, Congregationalists, Swedish Methodists, Free Methodists, and the African Methodists. Before the University's doors opened, the charter provided that "no particular religious faith shall be required of those who become students of the institution." On June 14, 1855, the Trustees took affirmative action in favor of selecting teachers without reference to church connections.

It is easy to see why religious institutions came to Evanston and why Frances Willard and her Temperance Union found this a

sympathetic atmosphere. This led to one of the most significant influences in the life of Evanston. The State Legislature on February 14, 1855, forbade the sale of intoxicating liquors within four miles of the University's campus. The city administration faithfully protected this act of the Legislature and deserves great credit for maintaining the ideals which the University established. It was not until 1935, when the State Legislature passed an act which released the community governments from the responsibility for enforcing the four-mile-limit, that this restriction broke down outside the city limits of Evanston. From its early days Evanston has been stamped as a city of temperance, and there are few today who would change this status. This city of homes with outstanding schools and fine churches did not just happen. It was designed, nurtured, and achieved.

Today approximately 11,500 full-time and 18,000 part-time students are studying on the Evanston and Chicago campuses. There are eight schools on the Evanston campus, as follows:

College of Liberal Arts	2,763	Graduate School	773
Speech	730	Commerce	1,492
Music	627	Education	388
Journalism	434	Technological Institute	1,015

Schools of Medicine, Dentistry and Law and the University College are located on the campus at Chicago Avenue and Lake Shore Drive in Chicago.

The University Faculty now numbers 1,255, of which 472 teach on the Evanston campus.



In 1948 the University served more than 23,000 persons in the various clinics open to the public. In Evanston there are the Speech-Hearing Clinic, the Psycho-education Clinic, and the Guidance Center. Located on the Chicago campus are the Medical, Dental and Law Clinics. In addition to the large hospitals at the Medical School, the Evanston Hospital has University affiliation.

The University has set a pattern for the city by establishing its religious, cultural, and educational atmosphere. There are lectures, music, theatre and recreation not duplicated in any other setting than one built around the cultural life of education. It is little wonder that so many people like to live in Evanston.

(Much of the material in this section has been taken directly from the brochure, "Northwestern University's Evanston, An Irrevocable Trust" by permission of the author, Mr. Harry L. Wells.)

THE PUBLIC LIBRARY

Another pioneer in the field of education has been the Evanston Public Library. It was probably the first library in the country to establish cooperative arrangements with the Boards of Education. In 1895, it sent collections of books to classrooms in the grade schools. The supervisor of all library work with children is paid jointly by the Library and the School Boards. Eight children's librarians are in charge of the school libraries and are paid by the schools. There are 55,846 books in the school libraries, purchased from Public Library, School and P.T.A. funds. Evanston has demonstrated that through non-duplication of effort the town can have a more varied book supply and accomplish vastly more for the children at less cost to the taxpayer than if the agencies operated independently. This plan has since gained such recognition in the library world as to be termed the "Evanston Plan."

The Library has grown with the town. In 1873, when it opened, it had 932 books. Today there are on its shelves more than 168,000 books, some 30,000 of which are in the children's department. Three hundred and seventy-five newspapers and periodicals are received currently. Over half a million books are circulated annually to some 22,000 card holders. Reference questions answered run into the tens of thousands. All kinds of facts and figures, from the earnings of Socony Vacuum in 1944 to the name of a lost relative who lived on Judson Avenue seventy years ago, come from the Library. This reference service is the Library's fastest growing department.

The Evanston Historical Society, which was founded in 1898, has its museum on the ground floor of the Evanston Public Library. The museum, as well as the files of material on pioneer and early Evanston, is open to the public. Lectures to members and guests are scheduled through the year. Individual memberships maintain the museum.

In 1940 the Library began distributing records, which may be borrowed on a regular Library card. Approximately 320 record albums are now available and Library reports indicate that three times this number of albums would hardly meet the demand should funds be available for these additional purchases. Records for the study of foreign languages are in the collection. Another pressing need is soundproof listening rooms, where Library patrons may listen to records in the Library or try them out before borrowing them.

The tremendous growth of interest in films and the recognition of their use as an important medium in education has prompted the Library's addition of a film service. Many excellent films are available for free use and many others for a small rental fee. Through its film service the Library now makes these films available to Evanstonians. There is a weekly film program in Library Hall.

In 1946, the Library provided a traveling branch, the gift of Miss Vera Megowen. This Traveling Branch, which houses 2,500 books for both adults and children, makes regular half-day stops in stated parts of the city. At Haven School there is a branch library, open to the community one day a week. The Library hopes to

be able to provide additional permanent branches similar to the South Branch, at Chicago Avenue and Lee Street.

Although the Evanston Library has received many donations for the purchase of memorial books, this particular source of income is small when compared with many other libraries. Evanston can look with pride to a fine staff and an excellent book collection, but we can not be too proud of the accessibility of our Library books and services.

THE EVANSTON REVIEW

The first number of the Evanston Review was issued June 4, 1925. Then, as now, it was a weekly newsmagazine and its format has remained virtually the same through the twenty-four years of its existence. The distinguishing features include the cover, picturing an Evanston event, scene or institution; the editorial page, with a guest editorial, on the first type page, and immediately following that, three full pages of news, with the remainder of the magazine given to advertising and news. The average size is about one hundred pages.

The Review was founded by Edward R. Ladd and Walter S. Lovelace, who continue as publisher and editor. Since 1947 the magazine has occupied its own building at 1020 Church Street. The purpose from the beginning has been to give Evanston a news and advertising medium which will reach practically every home.

Early in its history the Review began a policy of free distribution. Advertising revenue at that time made this a sound business undertaking. War conditions, however, made it impossible to continue on this basis. The result was the present carrier subscription system, instituted in August, 1943, and now employing 110 carrier boys.

The Review endeavors to record every Evanston birth, wedding and death, and to record the important activities of all organizations. Because it is a home publication, it refrains from printing scandalous news, and plays down news of crime and violence except when the public interest makes it advisable to give them emphasis. The Review tries, through its editorial and news columns to support every movement or undertaking which it believes will improve Evanston. Although it does not speak for any political party organization and never has, the Review is Republican with respect to county, state and national politics. In local government affairs it is non-partisan.

RADIO STATIONS

"Principally good music - no sensationalism - brief commercials," such is the slogan of Evanston's standard broadcast band radio station WNMP. Owned and operated by the Evanston Broadcasting Company, Angus D. Pfaff, general manager, WNMP has its own studio and transmitter located at 2201 Oakton Street. It is a 1000

watt daytime, regional station at 1590 kilocycles. All talking is limited to one minute for commercials and two minutes of discourse, except in rare instances. The rest of the time listeners hear only music. The station solicits and broadcasts local news items from persons and organizations.

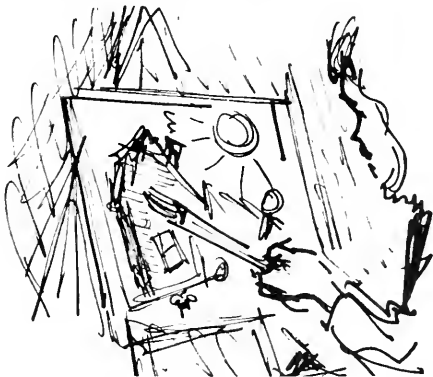
WEAW, Evanston's Frequency Modulation broadcasting station, went on the air February 1, 1947. Studio, transmitter building and three-hundred foot tower are located at 2425 Main Street. President and General Manager of the North Shore Broadcasting Company, which operates WEAW, is Edward A. Wheeler.

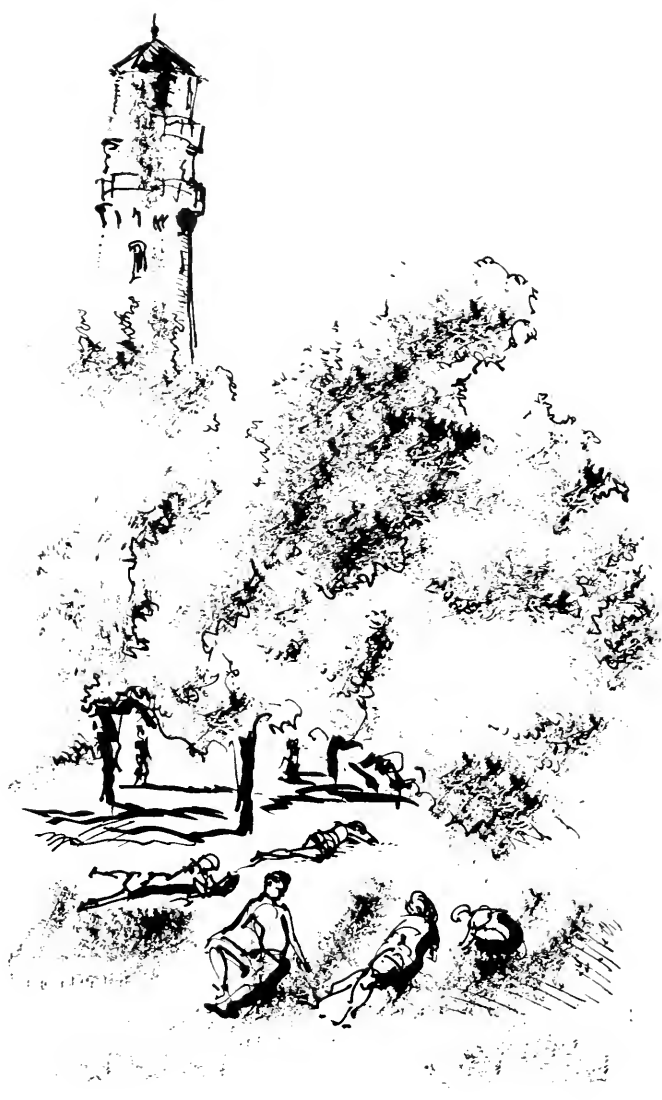
The station operates from early morning until late night, on a frequency of 105.1 megacycles. In less than two years WEAW has grown to be the most powerful FM station in the Chicago area. Coverage includes all the area within two hundred miles of Evanston. Surveys have shown that WEAW is the "FM station listened to most" throughout the metropolitan area. It is the Chicago area key station for the Continental FM Network.

Four Township High Schools and Northwestern University regularly produce programs over WEAW. The League of Women Voters presents a regular monthly program at the hour allotted to the Council of Social Agencies.

EVANSTON ART CENTER

The Evanston Art Center is located at 800 Greenwood Street, and is open, free of charge, to the public on weekdays from ten A.M. to four P.M., and on Sundays from three to five P.M. It is a civic, nonprofit organization, whose purpose is to further cultural and creative interests in the field of art. It offers continuous exhibitions, lectures and demonstrations. Classes in painting, clay modeling, weaving, design and lithography are available to beginners and advanced students. Membership is open to all who are interested. For further information call GRreenleaf 5-5310. The Center is maintained by memberships, memorial funds and contributions.





Chapter XIII

RECREATION IN EVANSTON

The following organizations are directly concerned with parks and recreation in Evanston: the City Bureau of Recreation, a City Park Department, three Park Districts (covering less than half the city's area), and seven private agencies: the Boy Scouts, Girl Scouts, Central Y.M.C.A., Emerson Street Y.M.C.A., Y.W.C.A., Evanston-Northwestern Community Clubs, and the Salvation Army. A good working relationship exists among these organizations that has resulted in many cooperative arrangements. A Youth Cabinet, composed of professional administrators from each of the above organizations except the park districts, meets regularly and is largely responsible for cooperative planning.

In 1948 Evanston celebrated its twenty-fifth year of public recreation. The Bureau of Recreation, a part of the Department of Public Works, has its office and headquarters in Eiden Fieldhouse, located in Boltwood Park, at the corner of Main Street and Florence Avenue, in southwest Evanston. It employs a full-time director, an assistant, and leaders in various forms of recreation. The Bureau is responsible for leisure-time activities in all city-owned parks, playgrounds, and beaches, as well as those parks which are the property of the park districts. It also has supervision of some recreational activities on playgrounds at the schools. In 1948, 620,726 persons of all ages participated in the year-round Bureau-sponsored programs: summer playgrounds, beach programs, indoor programs, athletics, skating, coasting, etc. Most play centers are open daily, Monday through Friday, from 9:30 A.M. until 9:00 P.M. Twelve tennis courts are supervised by the Bureau, at Ackerman, Bent, Chandler, Elliot and Foster playgrounds. Courts at the high school and Northwestern University are also available for a fee. Team games at all age levels play a large role in the Bureau's planning. Two fully equipped flood-lighted play fields, at Boltwood and Foster, make "after sundown" athletics possible. Softball games are played approximately three months of the year, six days a



week, at both these fields. The Boltwood plant is being enlarged and will provide an additional football field and another softball diamond, both lighted.

During the winter of 1948 the Bureau supervised thirteen outdoor skating rinks, with 55,747 skaters enjoying the sport. Public address systems at five locations furnished music for the skaters. The winter program also utilizes many school facilities, including gymnasiums, auditoriums, and classrooms. Three full-time centers are maintained: at Chandler-Leahy Park, at Foster Center, and at Eiden Fieldhouse. The programs include athletics, dancing, movies, crafts, game rooms, clubs, etc.

The playground program during the summer is varied to meet all interests. During the vacation season the sixteen playgrounds become

real neighborhood centers, with entire families interested and co-operating. Dramatics, hobby shows, pet shows, track meets, team games, and many other activities offer healthy leisure-time enjoyment.

Because of Evanston's fortunate location, with Lake Michigan as its front yard, the eight beaches are centers of summer fun. Most of them require the possession of beach tokens for admission. These tokens are sold at the Municipal Building to Evanston residents for a small fee and are good for the season. There is one free beach. At the present time Lee Street Beach, with no bath house or other facilities, attracts the largest crowds and is least well-equipped to serve them. More than 80,000 attended the Lee Street Beach in 1948, out of a total beach attendance of 169,726 for the season.



Noteworthy among the activities of the Bureau of Recreation are trips for school children (eight years old and up) to nearby points of interest, jaunts to major league baseball games, neigh-

borhood Halloween and Christmas parties at the play centers, and attendance at a Northwestern University football game.

To pay for this public recreation program, the city has the power to levy a maximum tax of one-third mill, but the present tax is less than that amount. Two-thirds mill tax could be authorized by a referendum.

RECREATION FOR THE HANDICAPPED

One activity which the Bureau considers most successful is a year-round planned program for the physically handicapped, now in its twelfth year. The success of this program is primarily due to the cooperation and help given by civic-minded organizations. Financial assistance from these organizations, in addition to the city's provision, makes possible monthly parties, a bimonthly publication, trips, and other social services. About 250 handicapped persons participate, from those in their late teens to those in their nineties. Evanston has one of the few recreation departments in the United States conducting such a program.

RADIO WORKSHOP PLAYERS

Another unusual activity, sponsored by the Bureau, is the Radio Workshop Players which conducts a purely recreational radio club for adults under the direction of a trained leader. The workshop meets twice weekly for writing, acting, and producing original scripts.

SCHOOL RECREATION

The elementary school districts conduct recreation programs in all schools during a brief after-school period. The activities are primarily athletic under the supervision of physical education instructors, though it is planned to add arts and crafts to this schedule as soon as possible.



Evanston Township High School has a broad physical education program with boys' and girls' athletic activities. Each educational department has clubs - language, music, science, etc., - which are open to interested students. Pentangle and Trireme for girls and Quadrangle for boys are the social clubs open to all high school students. None of the schools has a swimming pool.

PRIVATE AGENCIES

The national youth-serving organizations, the Boy and Girl Scouts and the Young Men's and Young Women's Christian Associations, have extensive programs in the community. There are seventeen Cub Packs, twenty-one troops and five senior units enrolling 1,586 boys in the Scout program, with 612 adult participants. "Evanbosco," at Deer Grove Forest Preserve near Barrington, is their overnight camp, and "Wabaningo," near Whitehall, Michigan, is the summer camp belonging to Evanston Boy Scouts. The Girl Scouts have 1,249 girls in thirty-eight Brownie troops, thirty-eight Intermediate troops, and two senior units, with 417 adult participants. In the summer of 1949 the Girl Scouts occupied their own camp "Windego," at Wild Rose, Wisconsin. The Day Camp, in forest preserves near Evanston, offers stay-at-home camping experience to 180 girls. "Hawthorne Hill," their overnight camp, is located near Cary, Illinois.



The Y.M.C.A. has two activity and residence buildings in Evanston, the Central Y.M.C.A. at 1000 Grove Street, and the Emerson Street Branch at 1014 Emerson Street for negroes. The Central "Y" has gymnasiums, an excellent swimming pool, and good facilities for group programs. There are 4,171 junior and senior members, enrolled in clubs for boys beginning with nine-year-olds, and for high school girls. Among their other activities, these clubs offer a recreational program for their members with strong emphasis on competitive athletics in the boys' club program. The Plantation Room at the Central "Y" is a teen-age canteen, supervised by the "Y" and governed by a board of teen-agers.

The Emerson Street Branch has some 900 members, with an activity program including boys and girls from the intermediate schools and high school. The budget of this branch is smaller per person than that of the Central "Y" and the physical facilities are inadequate for the negro population.

The Y.W.C.A. in Evanston has over 400 members. Some 200 girls of all races and creeds participate in the program. Two junior high school groups meet at Haven and Nichols schools for girls over twelve. There are four high school girls' groups which meet at the Y.W.C.A. Clubs for young business and professional women offer a wide variety of social and health programs. The workshop schedule includes a clothes clinic, nutrition study, bridge, golf,

arts and crafts, etc. In the fall of 1948 the Y.W.C.A. conducted one of the first courses in the metropolitan area for training baby sitters. In July 1950 the Y.W.C.A. will move into new quarters at 1458 Maple Ave., given by the Young Women's Community Clubs. This will permit an increased program, as the Y.W.C.A. works toward a really adequate building for the young women of Evanston.

SALVATION ARMY

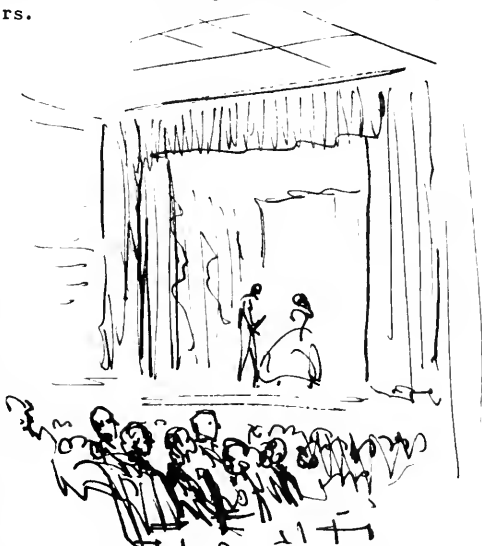
The Salvation Army, in addition to some group work activities, offers summer camp experience to interested youth and family groups in its Chicago area camps.

COMMUNITY CLUBS

Evanston-Northwestern Community Clubs carry on a year-round group work program for neighborhood boys and girls at Central School, which includes music, dramatics, arts and crafts, and athletics. Cultural trips to places of interest in the metropolitan area are sponsored. Children from six to thirteen years of age meet afternoons and those from fourteen to eighteen, in the evenings. Total membership in 1949 is over 800. The gymnasium at Hemenway Methodist Church is used four afternoons and two evenings each week. The program includes adult "fun nights," and training for staff and volunteer workers.

THE CHILDREN'S THEATRE

Begun in 1924, the Children's Theatre is sponsored by the Boards of Education of Districts 75 and 76, the Parent-Teacher Associations, and the School of Speech of Northwestern University. The Theatre produces four plays each year, with six performances of each production, presented each time to an audience of 400. It is a nonprofit organization and the income from ticket sales covers only production costs. The aim of the theatre is to present children's drama of the highest standard for the entertainment of children, rather than to provide opportunities for children to act.



EVANSTON CIVIC ORCHESTRA

This was organized in 1946. It presents three concerts each year at Cahn Auditorium on the University campus. The orchestra has ninety members from the Evanston area. Interest in and support for this community enterprise is steadily increasing.



COMMUNITY CONCERTS

Another recent addition to the musical life of Evanston is the Community Concert Association. With the largest membership of any community concert association in the country, it offers six concerts a year by foremost musicians. These concerts are held in the high school gymnasium.

FOURTH OF JULY ASSOCIATION

One of the most interesting events in the recreational life of the community is the Fourth of July celebration promoted each year by the North Evanston Fourth of July Association. In 1922 a group of North Evanston parents organized for a "safe and sane" Fourth. Their project was so successful that it has become an important part of the life of the city. The celebration includes playground activities, outdoor dancing, and a home-made racer derby. The parade, a major attraction, is participated in by individuals, organizations, and business houses. The day is climaxed by a gigantic daylight show and fireworks display at Dyche Stadium, viewed by thousands of North Shore residents.

OTHER RECREATIONAL OPPORTUNITIES

The many lectures, concerts and plays offered to the public by Northwestern University greatly enrich its recreational life. Most of Evanston's numerous churches offer a varied program of social activities to their members. Public and private organizations make wide use of church auditoriums and gymnasiums.

COMMERCIAL RECREATION

Evanston has four motion picture theatres, two bowling alleys, and one public, daily-fee, golf course situated on property owned by the Chicago Sanitary District. Evanston is free of taverns because of the prohibition clause in Northwestern's charter. This has had a wide and wholesome effect on Evanston's leisure-time activities.

EVANSTON'S PARKS

Many people came to Evanston in its earlier days in search of space and green areas. Land was acquired for parks, some by purchase, and some by gift from the University.

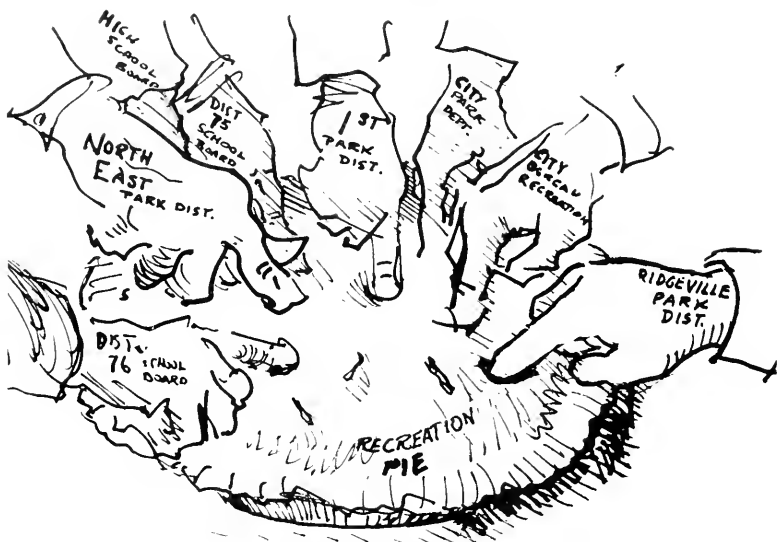
Today Evanston has 360 acres serving park and recreational purposes:

City owned or operated	76 acres
Park districts	23 "
Elementary school playgrounds.	30 "
High school playfield and adjoining grounds	45 "
Forest Preserve.	7 "
Community Golf Course.	65 "
Northwestern University campus and athletic facilities.	96 "

Most of the city's parks are owned and maintained by the Park Department, a division of the Department of Public Works. Rubbish collection at the beaches, watchman service at the parks throughout the year, special police protection in the summer, are all instances of the cooperation of other city departments with the Bureau of Recreation in the interest of the municipal recreation program.

The public parks are listed on page 166, showing their location, area, and control. The legend shows that a number of them are controlled by Park Districts. There are three such districts in Evanston. These are separate taxing bodies. The residents of each district pay an extra real estate tax for the acquisition and maintenance of more adequate recreation area within their boundaries. Each district is administered by a Park Board. Each Park Board works out its own arrangement for handling its affairs.

A park district which was organized in northwest Evanston to acquire park area there dissolved upon retirement of its bonded



indebtedness some years ago and turned its park property over to the city.

UNIFYING THE PARK DISTRICTS

Evanston as a whole would like to see the unification of its park districts as a preliminary step to pulling the recreation program together. For one reason or another - public apathy, dislike of assuming tax burdens of the old park districts - city officials feel unification at present would be difficult to achieve. There are several proposals:

1. That a new park district be formed in areas not now covered by park districts into which the existing districts might merge.
2. That the park districts dissolve as soon as they have cleared their bonded indebtedness and turn their property over to the city.
3. A comprehensive park district to cover the whole city, based on special enabling legislation passed by the State legislature.
4. Extension of areas of present park districts to include adjoining territory followed by consolidation into one park district.

EVANSTON LACKS PUBLIC RECREATION AREA

Less than seventeen per cent of Evanston's land now lies vacant. If real estate values are to be maintained, the green areas which drew people to Evanston in the first place must be conserved.

According to accepted minimum standards for recreation facilities, Evanston falls short in terms of area provided. The present park area, including the University campus and the Community Golf Course, averages 4.9 acres per 1,000 persons. Of our neighbors, Glencoe has 21.6 acres; Kenilworth 4.9 acres; Oak Park 2.1 acres; Skokie 16.1 acres; Wilmette 6.2 acres; Winnetka 17.1 acres. Our significant deficiency is lack of appropriately located neighborhood parks. The accepted standard, based on an estimated population of 70,000 in 1950, calls for one such park per square mile or less (60 parks) and a total area of 325 acres. Evanston has twenty-six neighborhood parks with a total area of only forty-eight acres. There is lack of provision for play space for pre-school children. Applying the minimum standard of one play lot per apartment block, Evanston would have seventy-five such lots instead of the few now maintained. The playgrounds of the elementary schools in Evanston fall short of the accepted minimum standard of three acres per 400 to 500 children, with the exception of Haven, Lincolnwood and Washington schools, each of which has three acres or more of playground area.

In line with its principal objective - to maintain Evanston as an attractive residential community - the Plan Commission in 1948 submitted an overall Park Plan to the City Council:

Proposed Plan

"The proposed park plan is designed to provide the major park facilities for an optimum population for Evanston of 90,000. It does not attempt to anticipate the small park requirements such as 'tot lots.'

"The plan includes two proposals showing (1) a large park and playfield system for general city use, and (2) medium park and playground requirements for neighborhoods.

"A summary of the proposed plan is as follows:

	In use	To be developed	Total
Large parks and playfields	265 acres	211 acres	476 acres
Medium parks and playgrounds	77 "	66 "	143 "
TOTAL	342 acres	277 acres	619 acres

"Of the 277 acres to be developed, more than 228 acres are already in public ownership, either by the City or by the Sanitary District of Chicago. The remainder may be acquired by lease from semi-public bodies, by gift from individual citizens or neighborhood groups, by expansion of present school grounds, and by purchase by public bodies.

"The total proposed area of 619 acres averages approximately seven acres per 1,000 persons. This is still less than the ten acres standard advocated by the Chicago Regional Planning Association and other planning and recreation authorities, but consideration must be given to Evanston's proximity to the Forest Preserve and convenient golf club facilities.

"The selection of specific additional park and playground locations has been based upon a number of conditions: (1) the existing and proposed thoroughfare system, (2) existing park and school

properties, (3) distribution of population, (4) trends of new growth, (5) industrial and commercial development, and (6) the availability of suitable sites that might be acquired and developed at reasonable costs.

"Many of the properties recommended for acquisition and development into parks are now unimproved with structures. It is important that these sites be secured for public use at the earliest possible date so as to preclude having new private construction started on sites needed for recreational purposes.

"Other proposed park sites, now occupied by residences or other types of structures, may be assembled and redeveloped over a longer period of time, as funds and opportunities permit. As much as possible, however, should be done now, especially as pertains to protecting the use of new vacant sites which will be sorely needed.

"Undoubtedly, in the future, as in the past, certain properties will be given to the city by civic spirited citizens who wish to leave a 'living memorial' for the benefit of future generations. With a plan for action, such offers can be considered with a knowledge that the properties will be well located to serve a useful purpose."

EVANSTON NEEDS A UNIFIED RECREATION PROGRAM

The Community survey made in 1946 points out that despite the cooperation of the many agencies the fact that several governmental units accept responsibility for and levy taxes for the recreation function is an important factor contributing to the unequilities of public recreation facilities throughout Evanston. "The most serious limitations are the lack of uniformity on rules and policies in Park Districts, the lack of joint planning for acquisition and improvements of properties according to a community plan, and the waste motions required by the Bureau of Recreation in working out various maintenance and leadership agreements and financing with the Park Districts." ("Recreation Areas in the Third Ward," H. W. Gillies) These have resulted in diffused responsibility, decentralized authority, lack of initiative and planning, and lack of continuous coordination in action.

A RECREATION COMMISSION

The Citizens' Recreation Committee is an independent group, originally organized by the Council of Social Agencies, following the recommendation in the Community Survey of 1946. This Committee, after careful study of the total recreation situation, has recommended that Evanston have a Recreation Commission or Board, similar to that of neighboring communities, responsible for the entire public recreation program. Evanston is the only city in Illinois with a public recreation program under aldermanic control. Only 3.2% of American cities operate in this way. The Committee feels

that such a board could give more unity and more coordinated time and thought to recreation than the present organization; that in the long run, Evanstonians would get more for their recreation tax dollar. State statute permits cities with less than 150,000 people to vest the operation of a recreation program in such a board of three to five persons, appointed by the mayor with the consent of the council. The board, which would serve without compensation, should be a policy forming body. Such a board must be set up by ordinance since authority to operate a recreation system is vested in the city council. The mayor does not have the authority to appoint such a board without a permissive ordinance. The Attorney General has stated that such action is not mandatory.

PROPOSED INTERIM ORGANIZATION OF RECREATION

The Plan Commission firmly believes that somehow a unified park and recreation program must be developed. This can best be achieved through centralizing the public recreation function in one governmental body with adequate financial capacity. Before this can be done, however, the recreation needs and responsibilities must be more clearly defined. The people of Evanston must determine what kind of a recreation program they want, how much they want to pay for it, how the program is to be financed, and who is to be responsible for providing the different phases of the program.

It is believed that these problems can best be studied, resolved, and presented to the citizens of Evanston by the existing recreation agencies working in cooperation with one another. The Plan Commission has recommended:

1. "That the several agencies concerned with recreation create a joint committee on recreation. This committee would be an advisory body and would devote its activities primarily to defining functions and responsibilities, performing physical and financial planning, coordinating the activities of the various agencies, and obtaining citizen support for whatever unified program it develops.

2. "That this committee be composed of nine members, appointed by each of the several agencies as follows: one from each of the three park boards; one from each of the three school boards; one from the City Council; one from the Council of Social Agencies; and one from the citizens at large chosen by the other eight members. It is further recommended that this committee be composed of citizen representatives, not professional administrators, as the work of the committee will involve the determination of policy.

3. "That the recreation committee determine the type of organization and method of financing necessary for it to carry out its activities. If such a committee is established, it should be thoroughly understood at the outset that it serves in an advisory capacity only.

"The studies conducted by the joint committee on recreation should clearly indicate the type of organization for recreation needed in Evanston. As long as there is more than one agency, public or private, engaged in recreation service, it is believed

that an advisory citizens' recreation committee would be beneficial"

A Committee such as is described above, recommended by the Plan Commission, was appointed in the spring of 1949, and has begun its work.

EVANSTON PUBLIC PARKS AS OF JANUARY 1, 1949

DESIGNATION OF PARK	AREA IN ACRES
Ackerman Park - S. of Central St., E. of McDaniel Ave.	1.259
a-Baker Park - S. of Keeney St., E. of Forest Ave.	1.399
e-Barton Ave. Park - N. of South Blvd., E. of Barton Ave.	1.689
Bent, Horace E. Playing Field - N. of Harrison St., E. of Cowper	3.123
Boltwood Park - N. of Main St., E. of Dodge Ave.	16.416
Chandler Park - N. of Lincoln St., E. of Sanitary Dist. Canal	1.842
a-Clark Square - N. of Kedzie St., E. of Sheridan Rd.	4.785
Congregational Park - N. of Lake St., W. of Judson Ave.	0.072
Ellingwood Park - N. of Harrison St., E. of Pioneer Rd.	0.150
e-Elmwood Park - S. of Brummel St., E. of Elmwood Ave.	0.775
b-Chicago & North Western RR.Park - N.of Davis St.,W.of Dewey Ave.	0.818
Foster Field - N. of Foster St., E. of Dewey Ave.	4.849
c-Forest Preserve - N. of Grant St.,E.of Ewing Ave.(Dwight Perkins Pk.)	6.654
d-Fullerton Park - N. of Lincoln St.,E. of Ridge Ave.	0.613
Grey Park - N. of Main St., E. of Ridge Ave.	1.545
Howell Park - N. of Hartzell St., E. of Walnut Ave.	0.793
Independence Park - N. of Central St., E. of Stewart Ave.	1.412
Jenks St. Park - S. of Jenks St., E. of Broadway Ave.	0.806
Lake Front Park - Keeney St. to South City Limits	2.300
a-Lake Front Park - Lee St., to Greenleaf St.	2.250
Lake Front Park - Greenleaf St. to Dempster St.(Elliot Park)	7.645
Lake Front Park - Dempster St. to Greenwood St.	1.102
Dawes Park (Lake Front) - Greenwood St. to Church St.	7.500
Lake Front Park - Church St. to University Place	7.500
Larimer Park - N. of Crain St., E. of Oak Ave.	0.626
Larimer Playground - N. of Crain St., W. of Oak Ave.	0.835
Leahy Community Park - S. of Lincoln St., E.of Sanitary Dist.Canal	4.068
d-Lighthouse Park - E. of Sheridan Rd.,between Central & Milburn Sts.	1.091
Mason Park - N. of Davis St., E. of Dewey Ave.	2.828
McCormick Park - E. of Hartrey Ave., S. of Payne St.	1.786
Merrick Park - S. of Lake St.,W.of Oak Ave.(Municipal Rose Garden)	0.535
Michigan Park - N. of Church St., E. of Judson Ave.	1.700
d-Milburn Park - S. of Milburn St. at Lake Front	2.013
e-Mulford & Callan East - N. of Mulford St., E. of Callan Ave.	2.633
e-Mulford & Callan West - N. of Mulford St., W. of Callan Ave.	0.382
Oldberg Park - S. of University Place, E. of Orrington Ave.	0.229
Patriots Park - N. of Davis St., E. of Forest Place	0.475
Quinlan Park - S. of Lincoln St., E. of Elm Ave.	0.399
e-Reba Place Park - N.side of Reba Place, W. of Custer Ave.	0.315
Raymond Park - N. of Lake St., E. of Chicago Ave.	1.990
e-Ridgeville Park - N. of South Blvd., E. of Ridge Ave.	1.981
St. Paul Park - S. of Lake St., W. of Sherman Ave.	0.094
a-St. Paul Park - S. of Main St., W. of Sherman Ave.	0.252
Simpson & Bennett Park - N. of Simpson St., E. of Bennett Ave.	0.339
e-South Blvd. & Asbury Ave. East - N. of South Blvd., E. of Asbury Ave.	1.867
e-South Blvd. & Asbury Ave. West - N. of South Blvd., W. of Asbury Ave.	1.412
Stockham Place Park - N. of Hamilton St., at Michigan Ave.	0.364
Future Park - S. of Oakton St., W. of Dodge Ave.	55.364
Future Park - W. of Ridge Road, S. of City Limits (Doetsch's Pit)	17.777
	178.652

- a - Parks under control of First Park District
- b - Parks controlled by City under lease
- c - Forest Preserve not under City Control
- d - Parks under control of Northeast Park District
- e - Parks under control of Ridgeville Park District
- Parks unlettered are owned by the City

EVANSTON BEACHES

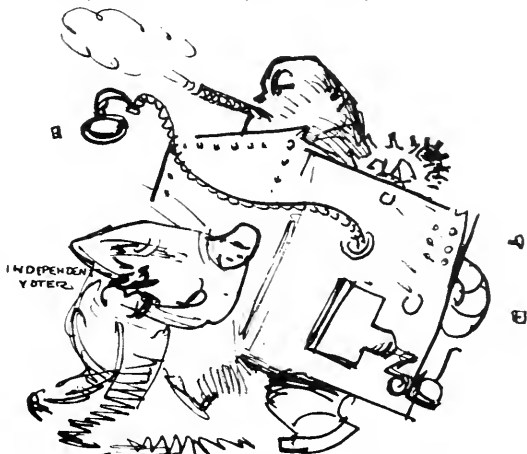
1. Ingleside
2. Lighthouse, at the foot of Central Street
3. Clark Street
4. Davis - Lake Street
5. Dempster Street
6. Greenwood Street
7. Lee Street
8. South Boulevard

Chapter XIV

PARTIES AND POLITICS

Although its local elections are nominally non-partisan, the city of Evanston is no stranger to politics. As long as it spends \$3,052,386.44 a year for running expenses (as it did in 1947) and employs 953 people to do its work, it will be thoroughly in politics. Moreover, Evanston is a county town and is also governed by the Board of County Commissioners which has well over 5,000 jobs to give out and \$70,000,000 a year to spend. As long as Evanston residents hold any of these jobs or benefit from any of these expenditures, politics will operate locally, not only at elections but at all times.

Behind the legal mechanics of American elections stand the political parties and their machines. A "machine" can be defined as a number of men and women trained to stick together under a party "boss" and to work for their own and each other's benefit by political action. It is by means of machines that political parties operate in the neighborhood as in the nation.



The party is set in motion when a machine boss sends word down the line to his party workers comprising an army well disciplined and loyal to him. Such a political leader can never be idle. He works as hard between elections as at election time for he is in a highly competitive business. In return for exclusive control of the loyalty and votes of his ward and precinct workers, he "takes care of" them. He does this in a number of ways such as:

1. Promoting to places on the ballot for paid elective positions good precinct workers who have brought in business (i.e., votes).

2. Appointing such workers to paid jobs on the public payroll. Sometimes the appointee performs necessary, conscientious work for local, state, or national government. Sometimes he does little or nothing for the public but becomes a payroller as the price of "delivering votes" by any one of many methods, such as "intimida-

tion," "stuffing ballot boxes," "honest persuasion," "good neighborliness," etc.

3. Throwing large contracts for construction or the purchase of supplies in the way of workers who should be rewarded, or of men whose cooperation is needed.

4. Allowing workers to "sell protection" for illegal business in the sale of liquor, gambling, prostitution, rackets, gangsterism, crime. Part of these profits must be split with the party to provide it with revenue.

5. Providing generous, immediate and continuous charity to anyone in the neighborhood who is in need or in sorrow. Visit party headquarters at Christmas time, piled high with supplies and gifts, to see the magnificent scale on which party welfare work is done.

Although the benefits by which party leaders reward their political henchmen are often a burden and a corruption to the state, the fundamental idea is a proper one. In order to function, a government requires personnel. Since everyone has to get a living, and since most people feel more secure if they earn what they get, many workers in government perform excellent, conscientious work. Naturally they fight to get and hold jobs in government as they would in private employment. The party put in power at election time creates the jobs and selects the personnel - anyone interested in his job will, of course, work hard to deliver votes for the party that secures his job.

Reciprocal self-interest is the strength of parties. A boss never forgets the name of a voter in his district, or a face, or the kind of a job he wants. He knows who his brothers are, where his sisters live, and what favors have already been done them. He is feared as well as liked, for he must be able to depend on their "voting the party circle" in return for favors past and to come.

This, in general, describes organization politics and interprets the position of Evanston in the two main parties. Evanston



is counted as a regular Republican district. Therefore the Republican party does not deal much patronage to it. They have it "in the bag." The Democrats do not deal to it either, figuring that it is "money down a rathole." Patronage jobs held by Evanstonians

are stated to be at present thirty-five Republican to ten Democratic. In another interview the number was given as around 200. Complete information cannot be had. However, since Evanston is so nearly disassociated from patronage, party organization and workers are negligible.

The industrial communities in the fourth and fifth wards deliv-

er a noticeable Democratic vote. In the school and college group there is a scattered Democratic vote tending toward that undesirable classification (from the party's point of view), the independent vote, i.e., the "split ballot." Again it is obvious that Evanston is not good for purposes of party organization and, as a consequence, the city is largely disfranchised when it comes to selecting candidates for either ticket. The Democratic organization consists mostly of a list of names used to get up a rally or two at election time. The Republicans are organized in three clubs of a social nature, but since the members do not bind their own votes or "deliver their precincts" they do not "cut much ice" in the county central committee where the places on the ticket are given out.

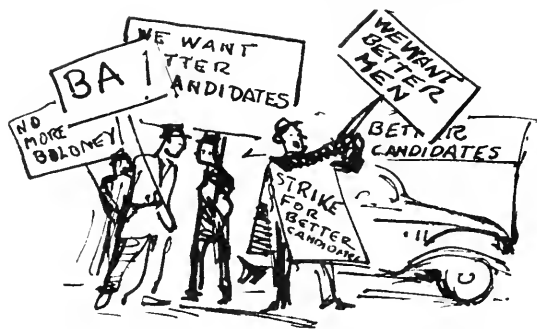
Evanstonians seem increasingly unwilling to bind their votes to the party ticket in advance. Many of the candidates, realizing this, do not bother to appear and, as a result, voters cannot get to know them or even to know about them. Some of the candidates are gracious enough to speak at what they consider artificially stimulated meetings run by certain civic organizations but, unless they can get the promise of votes out of doing so, it isn't politics to them.

It is often impossible to determine which party "organization" a man is working for. The Evanston Democratic Township Committeeman, for instance, is on the payroll of the County Commission, appointed by the Republican president of the Commission. But the Commission is composed of nine Democrats and six Republicans. Is the appointee to take orders from the Republican who appointed him, or to represent the patronage belonging to the Democratic majority on the Board?



This brings us to the touchy question of where the points of contact are between the parties. Where and by whom is the bipartisan dealing done? Like other Cook County towns, Evanston is a battlefield where the powerful state Republican machine and the powerful Democratic machine of Chicago meet. It is here that the duplicating personnel of the two machines can be found. The only evidence of bipartisan dealing that the outsider has is the neat balancing of a weak candidate on one ticket against a strong candidate on the other ticket, showing how the territory has been divided.

The independent voter, the split-ticket voter, and the non-voter cannot, in the nature of things, be prominent in party politics. They play the role of customers. They have no power over the line of goods offered at elections. They can, however, go on a buyers strike. If this happens, the party manager (i.e., the sales



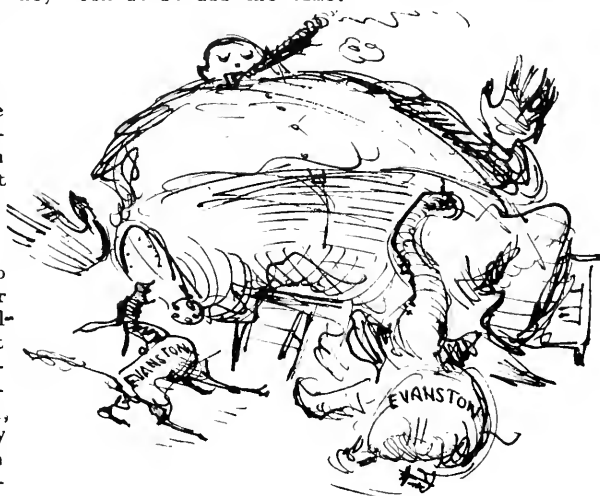
customers still are not having any, which is shown when the independent voter leaves the particular office in question blank, then the thing to do is to get a well-publicized person from outside who will bring independent votes to the party.

manager) scrutinizes his line of goods. He analyzes every voting figure from every precinct for years back. He sees exactly how many votes the candidate has already brought in. If it isn't satisfactory, a better vote getter is substituted from the party list. If the

THE PRIMARIES

Political parties in Illinois are set up by the primary law. They are legally responsible for nominating candidates for all elective offices, for formulating issues into party platforms, and for raising funds to inform and arouse the voters. For practical purposes, government personnel and party personnel are one and the same. From the President of the United States to caddies on the municipal golf links, party members are, or have been, or hope to be, on the public payroll. Politics is their business and their livelihood, and they work at it all the time.

The party primaries are lined up long in advance. The chairmen of the Cook County committees of both parties send out letters to all party workers assigning the work they are to do to prepare for the balloting. Although precinct and ward committeemen in Evanston are appointed, all other party officers from township commit-



teemen to state central committeemen are elected at the primaries. All the candidates for public office from United States Senator to coroner, who are to be voted on in November, are also selected. The county central committees appoint three committees to screen names and present their nominees for state, county, and city offices. The members on these committees are the old "regulars" who have run the parties for years. The names thus screened by the party organization are the ones that appear on the ballot.

The county central committees send out letters to all precinct and ward workers asking for suggested names. If the precinct worker has consistently delivered his precinct, his suggestions get careful attention. If the party is weak in some spot, names are considered to build it up. Precinct men then fill out questionnaires concerning their nominees, who are then asked to appear before the central committee to answer questions. The ticket is made up and remains in the party headquarters where the ordinary citizen never sees it and only knows about it from the little items that filter into the newspapers. After the necessary petitions have been circulated by party workers, at a specified date the names go to the county clerk to be printed on the ballot. The result is that the non-party voter finds he must vote for the same old names belonging to people he cannot meet or find out about. It often happens that both party columns are equally unacceptable to him.

THE LOCAL VOTE

In the light of the foregoing discussion, Evanston politics are easily understood. Evanston residents, predominantly in private business, are Republican on the national level and tend to vote the same way locally, although the city officials do not run on party tickets. Groups from Evanston's laboring, industrial, and intelligentsia population form occasionally active Democratic minorities. These can be located by studying election returns precinct by precinct. The vote for the major candidates locates the national party feeling and that for the minor candidates shows the location of organized voting.

In the political picture of Evanston must also be reckoned a vigorous independent vote channeled through some of the civic organizations. These groups have skilled members who know how to campaign against an unacceptable candidate. They sometimes circulate a petition for a candidate of their own choosing and, in localities where the machine is not active, they can, by great vigor, elect their man. This entails a lot of work. It is the only way, however, that a party outsider can influence the ballot that is presented to him on election day. The power of this independent and unpredictable vote is increasingly recognized as the regulating force in both slate making and final elections.

Although Evanston's influence on nominations for party tickets is slight, although its share in patronage is small, and although its chances to meet candidates for minor offices on whom party strength depends are infrequent, the voters must remember that its

income and salary roll make the city a desirable political field. Skillful expansionists from both parties are watching to see where they can take more territory.

Chapter XV

THE BUSINESS OF ELECTIONS

Evanston voters turn out for the presidential elections in great numbers, lose interest in primaries and non-presidential elections, and almost completely ignore local issues. Two out of three Evanstonians vote a straight Republican ticket, as do most suburbanites north of the Mason and Dixon line.

Evanston went three to one for Wendell Wilkie in 1940, five to two for Thomas Dewey in 1944, and three and one-half to one for Dewey in 1948, the biggest Republican majority since the town went four to one for Hoover in 1928. Dewey carried every ward except the fifth where six precincts went for President Truman.



Ward	Republican	Democratic	Ward	Republican	Democratic
1	3,217	562	5	2,089	2,368
2	3,082	877	6	5,439	749
3	4,320	573	7	4,175	727
4	2,944	1,196	8	3,387	968

In 1946, Evanston contributed more straight Republican ballots than any other suburban town.

Occasionally, however, some Evanstonians split their ballots. In 1932, Evanston supported a Democratic governor, Henry Horner, by more than two to one, although it reversed itself four years later and gave C. Wayland Brooks two to one over Governor Horner. In 1940 Evanstonians voted four to one for Dwight Green. In 1948, some 7,000 Republicans split their ballots for Stevenson, Democratic candidate for governor, and 4,000 split their ballots for Douglas, Democratic candidate for United States Senator.

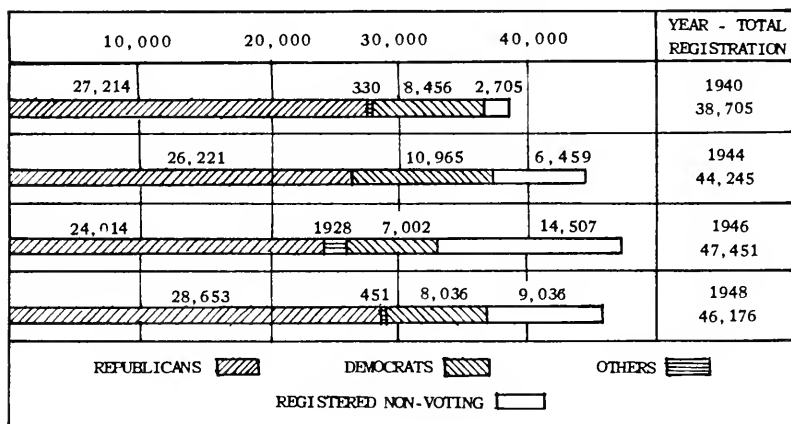
National and State issues capture the voters' imaginations and bring them to the polls. In 1948 Evanston, with eighty per cent voting, did far better than the national average of fifty-one per cent. Only one out of every four voters, however, voted in the primaries. They fail to realize that the primary election is their one opportunity to have something to say in the selection of candidates for such important offices as congressmen and state's attorney and their only opportunity to have a voice in their party affairs through the selection of party officers. The Democratic primaries in recent years have offered little or no choice, to be sure, but the Republican party has provided frequent contests, with can-

didates supporting various platforms.

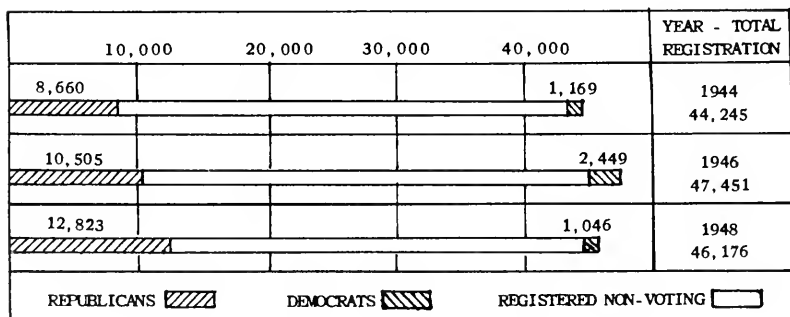
VOTER APATHY ON LOCAL ISSUES

The voter shows little concern with such questions as who shall determine policy for the schools his children attend, whether or not the City has to cut its police force, or who shall represent him in the City Council. The fiercely fought mayoralty election of 1941 brought out 21,811, about half of the voters; our largest aldermanic election, less than 10,000; while the \$1,250,000 bond issue for a new police and fire station interested less than 1,200!

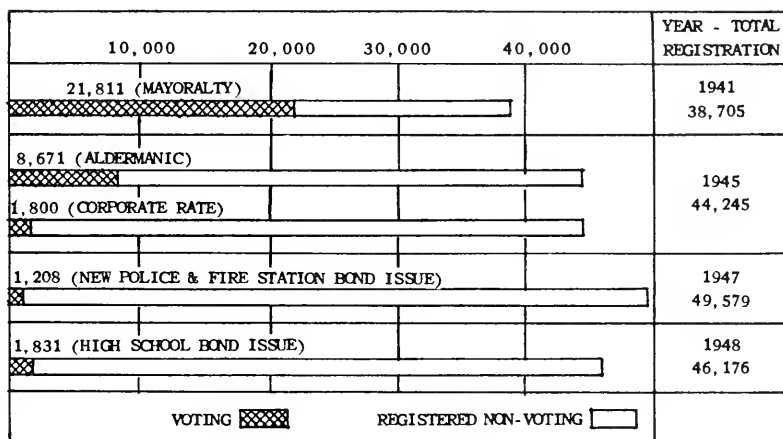
PARTICIPATION OF VOTERS IN THE GENERAL ELECTIONS



PARTICIPATION OF VOTERS IN PRIMARY ELECTIONS



PARTICIPATION OF VOTERS IN LOCAL ELECTIONS - NON-PARTISAN

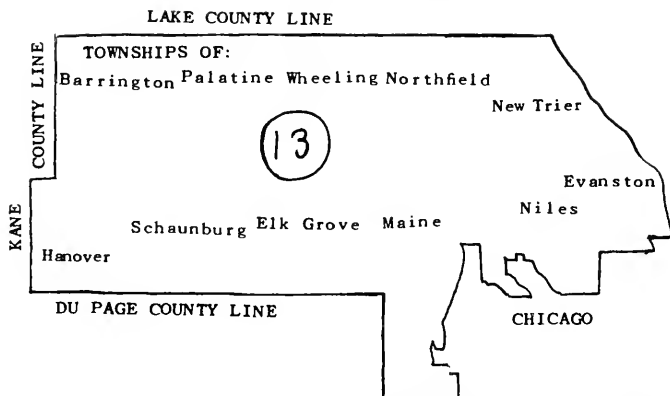


Legally the County Clerk may remove the non-voter from the registration list after failure to vote for four years, but this happens infrequently. The County Clerk sends the cards of non-voters to the Evanston City Clerk. Before the voter is dropped, every effort is made to see if he still lives here. The average Evanstonian turns up at the polls just often enough, every four years, to keep himself on the books.

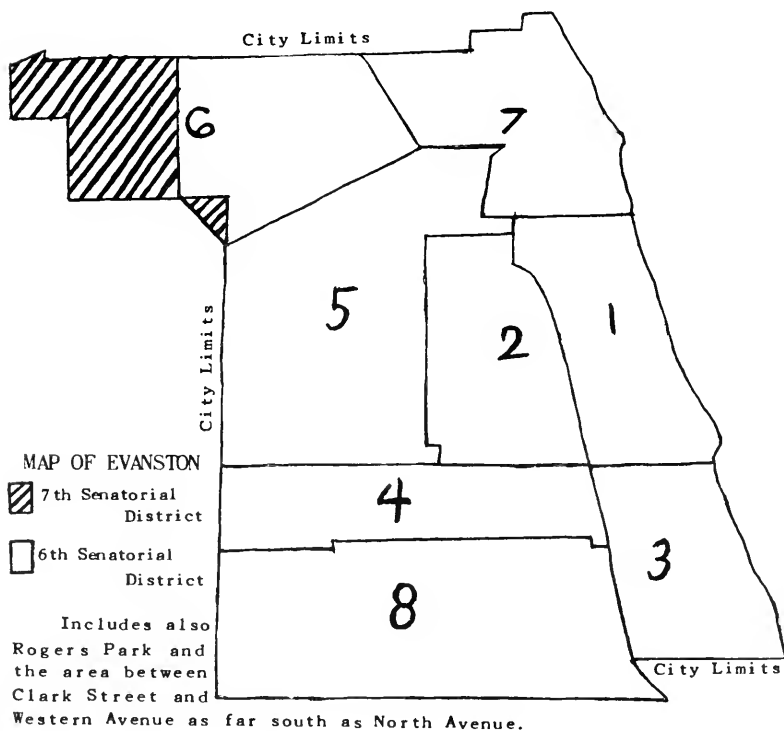
What causes the apathy? Evanston is not alone in its indifference to all except presidential elections. The indifference is national. The long ballot in Illinois, with its bewildering list of candidates, makes intelligent voting difficult. Only a change in the state constitution can remedy this. Perhaps the high standard of living contributes. With a full dinner pail there is less reason to complain at the polls. In a one-party town, like Evanston, there are relatively few active party workers. The Republicans know they will win. The Democrats are equally sure to lose. Neither side wastes its ammunition.

POLITICAL GEOGRAPHY OF EVANSTON

Every Evanstonian is a member of several political divisions. First as a resident of the 13th Congressional District, an area consisting of Lake County and the thirteen northern townships of Cook County, he sends a representative to Congress. As a resident of the 6th Senatorial District, an odd shaped area stretching from the north branch of the Chicago River to the county line on the north, he sends one senator and three representatives to the State



13th CONGRESSIONAL DISTRICT also includes ALL of LAKE COUNTY



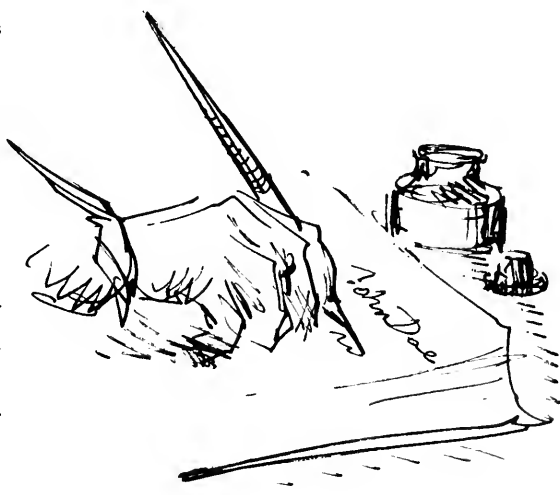
Legislature. (Residents of Precincts 3, 4, 5, 10, and 13 of the Sixth Ward are included in the 7th Senatorial District.) There is real need for reapportioning the representation in the State Legislature to insure equal representation to every citizen, but down-state interests, fearful of the increased representation from Cook County, have so far successfully blocked all such movements for redistricting.

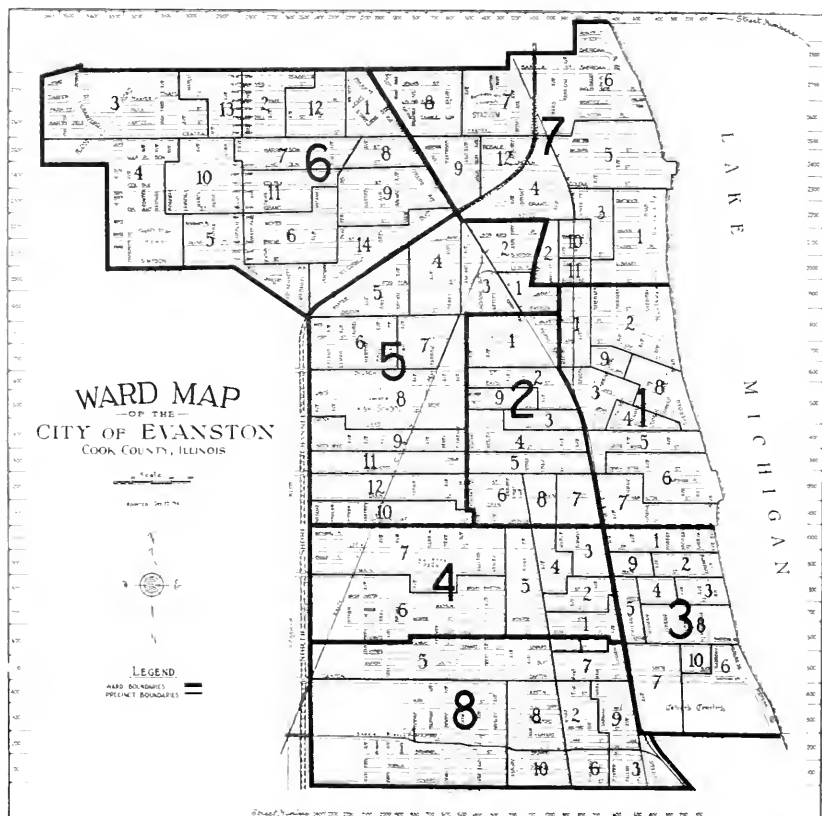
Politically speaking, every citizen has a ward and precinct address. Evanston is divided into eight wards and eighty-three precincts. The number of wards is determined by population. The number of precincts is determined by the number of voters whose ballots can be handled efficiently on election days, as nearly 400 voters as possible, and not more than 800. The city's growth caused the City Council to increase the number of precincts from sixty-eight to eighty-three in 1948. The Evanston Review for January 1, 1948, reported the distribution of voters as follows:

Ward	Number of Precincts	Number of Voters
1	9	4,894
2	9	5,477
3	10	6,409
4	7	5,249
5	12	6,145
6	14	7,312
7	12	6,475
8	<u>10</u>	<u>5,234</u>
	83	47,195

REGISTRATION

Elaborate laws have been set up to safeguard our elections. The permanent registration law insures that only the eligible vote. Any resident of American citizenship and twenty-one years of age, who has lived in Illinois one year, in Cook County ninety days, and in his precinct thirty days, may vote if he has registered. He may register with the County





Clerk any time in the year except during the thirty-day period beginning twenty-eight days before and ending two days after a primary or general election. He may register with the City Clerk in Evanston's Municipal Building on March 1, 2, and 3; from the first Monday in May to the first Monday in October; and from the third Tuesday in November to the third Tuesday in January. There is also a day or days prior to each November when a voter may register in his own precinct. Once registered, the Evanston voter need never register again unless he moves to another precinct, changes his name, or fails to vote for four years. If he moves within Evanston he need only send the City or County Clerk a change of address, signed by him personally. The County Clerk has authority at all times to investigate the list of registered voters to insure its correctness. He conducts such a canvass only if the need is indicated. Such a canvass was conducted for Evanston in 1948 to clarify the registration lists.

Once properly registered the Evanston voter may vote in any election. In a primary election, where candidates are selected by the major parties to run in the general election, he must state which ballot, Democratic or Republican, he wishes to vote. He is free to vote in the party primary of his choice regardless of previous political affiliation. State law prohibits him from changing parties within twenty-three months after voting in the party primary. Most Illinois primaries, however, are held twenty-four months apart. Illinois law also disqualifies voters from signing a nominating petition for a candidate of a third party in the election if the voter has voted in one of the spring party primaries and therefore has already signified his choice of candidates.

THE GENERAL ELECTION LAW

Our entire election procedure in Evanston is set down in the General Election Law. Some of our neighboring towns have adopted the city election act which permits them to act under their own bipartisan board of three commissioners, e.g., Cicero, Skokie, Morton Grove. Evanston is under the authority of the County Clerk of Cook County, with our City Clerk acting as his deputy. The County Clerk defines the precincts, except in local elections, designates and equips the polling places, orders supplies and printing of the ballots and delivers them to the polling places. His office also reviews the ballots and records and announces the election results. The County Judge has authority over election frauds.

The law requires five election officials at each polling place. Three judges, two from the majority party and one from the other major party, will be found in certain polls with the ratio reversed in others so that in the end each party receives the same recognition. Two clerks, one from each of the two major parties, serve at each polling place. This party representation does not hold for local elections, which are non-partisan. Judges and clerks must be citizens of good reputation and character, who are well versed in the use of the English language and arithmetic, and residents of

the precinct. Judges must be householders or wives of householders. These five officials are now paid a flat sum of \$15.00 for the day's work which begins at 5:45 A.M. and ends when the votes are counted and delivered to the County Building in Chicago. Officials at local elections receive \$10.00. The County Judge also has the final authority over the selection of judges and clerks of election in Evanston in all elections, except local ones. For local elections the City Council selects the election officials. In all other elections the committeemen select the judges and clerks. In order that the public may protest to the County Clerk the appointment of improper officials, each list **MUST** be published in one or more daily newspapers. This ruling also applies for local elections.

TRAINING ELECTION OFFICIALS

Election officials should have training to do their job well. In the city of Chicago each one receives an all-inclusive book of instructions. Lectures come over the air and a slide film is run off for them at pre-election schools. In Evanston the City Clerk gives an outline of requirements for the duties to the judges and clerks whom he can reach. Evanston has no legal requirement for the instruction of election officials. As a result, judges and clerks are frequently untrained and sometimes interpret the law to suit themselves. The League of Women Voters, with the cooperation of the election authorities, offers a pre-election school for the training of polling officials.

For general and primary elections each precinct has its own polling place. If it is in a private building the fee is \$15.00. For regular local elections there is a polling place in each precinct but for special elections there is usually only one in each ward in order to reduce the cost. The rental for local elections is \$10.00.

VOTING MACHINES

Up until now, Evanston voters have handmarked the old-fashioned paper ballot. In order to insure more accurate election returns and to speed up the counting of the ballots, the voters of the county, by referendum in 1947, decided to use voting machines in the future. There is a limited number of machines available. Nine machines were used in Evanston in the 1948 presidential election and were satisfactory, according to the enthusiastic election officials. Final arrangements as to payment, proper



storage places and the cost of transportation are a few of the problems which will postpone their immediate all-over use. Eventually machines, because of their greater efficiency, should enable us to reduce the number of precincts and so the cost of elections. The voting machine law does not limit the number of voters in any one precinct. Additional savings should be made in printing costs and polling place rentals and other expenses. The machines will last over forty years. Properly used they should pay for themselves and eventually save money for the taxpayer.

KNOWING THE CANDIDATES

The voting machines will speed up elections, but they will not make them easier for the voter who still has to make his own decisions. A frequent answer to the charge of non-voting is, "I don't know anything about the candidates." Fifteen years ago this was a valid complaint. It was difficult, even at party headquarters, to find out anything about the candidates. Today it still takes some effort, but no more than the average person takes to select a spring coat. For weeks before the election the daily papers feature political commentators. For a quick review on the eve of the election, they present short biographical sketches of the candidates. The Better Government Association and the Chicago Bar Association publish recommended lists.

The Evanston Review runs articles and political advertisements for local contests. Local bond issues are described in detail. The various political clubs present their candidates at public meetings and the League of Women Voters holds open candidates' meetings before every election, to which candidates of all parties are invited to speak. Radio stations feature speeches by the candidates. The Evanston Women's Republican Club mails out its recommendations to all voters and the non-partisan League of Women Voters publishes biographical information about candidates and their voting record for its own members and anyone else requesting this information. The goal of party and non-party organization alike in Evanston should be greater participation in all elections.



EVANSTON VOTERS' ELECTION CALENDAR

APRIL

First Tuesday

1. Odd numbered years, 1951, 1953, etc.
Aldermen (One from each ward)
2. Every four years, beginning with 1953, 1957, etc.
Mayor, City Treasurer, City Clerk, Aldermen
Township Assessor, Township Supervisor
Constables (5); Justices of the Peace (5)
Members to each of the 3 park District Boards

Second Tuesday

Primary to nominate

- Candidates to be voted for the first Tuesday after the first Monday in November.
1. Every even numbered year, 1950, 1952, etc.
Congressman
Representatives in State Legislature***
State central, senatorial committeemen (elected)
State Treasurer
Sanitary District Trustees, 3 for 6 year term.
 2. Every fourth year from 1950, 1954, etc.
State Superintendent of public instruction
State Senators in odd-numbered districts
County Clerk, Sheriff, County Treasurer, County Judge,
Probate Judge and Probate Clerk, County Superintendent
of Schools
Cook County Commissioners
Cook County Assessor, Members of Board of Appeals
Clerk of Criminal Court
Township Committeemen (elected)
Plus all candidates in 1.
 3. Every fourth year from 1952, 1956, etc.
Delegates and alternates to national political party
conventions and expression of preference for
presidential conference.
Governor, Lieutenant Governor, Secretary of State
Auditor of public accounts, Attorney General
State Senators in even-numbered districts.
State Treasurer, Representatives in general assembly
State's Attorney, Coroner, Clerk of Circuit Court of
Cook County, County Recorder
Clerk of Superior Court of Cook County
Trustees of Chicago Sanitary District - 3
Clerk of Municipal Court of Evanston
Plus all candidates in 1.
 4. One every 6th year from 1950 and one every 6th year
from 1954
United States Senator
 5. Every 6th year from 1950, 1956, etc.
Clerk of Supreme Court and Clerk of Appellate Court

Second Saturday

1. Every year for staggered 3 year terms
Boards of Education in school districts

JUNE

First Monday

1. Every 9th year from 1951, 1960 etc.
Judges of the State Supreme Court
2. Every 6th year from 1951, 1957, etc.
Judges of the Circuit Court of Cook County*
One Judge of the Superior Court of Cook County*
Two Judges of the Municipal Court of Evanston
3. Every 6th year from 1952, 1958, etc.
Six Judges of the Superior Court of Cook County

NOVEMBER

First Tuesday after first Monday

1. Every even-numbered year, 1950, 1952, etc.
All candidates nominated in April Primary (Second Tuesday, 1.) except party officials who are elected then.
Three Trustees of University of Illinois** (6 year term)
2. Every fourth year from 1950, 1954, etc.
All candidates nominated in April Primary (Second Tuesday, 1.) except party officials who are elected then.
3. Every fourth year from 1952, 1956, etc.
Presidential electors and all candidates nominated in April Primary (Second Tuesday, 3.)
4. Every sixth year from 1950 and every sixth year from 1954
United States Senator
5. Every sixth year from 1950, 1956, etc.
Clerk of Supreme Court
Clerk of Appellate Court
6. Every sixth year from 1953, 1959, etc.
21 Judges of Superior Court of Cook County.

*The Cook County Central Committees of the two parties select the candidates for Judges of the Circuit and Superior Courts.

**Candidates for Trustees of the University of Illinois are selected at the State Conventions of the two parties.

***The Senatorial Committeemen determine the number of candidates to be nominated for seats in the Illinois House of Representatives from a particular district. The current practice in a majority of the districts is for the senatorial committee of both parties to divide the three seats between them. No effort is made by either party to nominate candidates for all three seats.

HOW TO MARK YOUR BALLOT

WHO MAY VOTE: Every registered voter.

HOW TO VOTE: On entering the polling place

1. Give your name and address.
2. Sign an application for a ballot.
3. See that the ballot given you is properly initialed by the judge.
4. Enter the voting booth.

HOW TO MARK A BALLOT:

To Split your Ticket:

1. (The better way) Place a cross in the square in front of the name of each candidate for whom you wish to vote regardless of party column.
2. Place a cross in the party circle at the head of the party column in which are a majority of the candidates for whom you wish to vote. Afterward, mark a cross in the square in front of the name of each candidate for whom you wish to vote in any other party column.

To Vote a Straight Ticket:

1. (The better way) Place a cross in the square in front of the name of each candidate in your party column.
2. Place a cross in the circle at the head of your party column.

CAUTION: 1. Place no mark on your ballot other than cross within the square or circle. If marked otherwise your BALLOT will be thrown out.

2. If you make a mistake, do not erase. Return your ballot to the judge and request another.

VOTING FOR MEMBERS OF THE LEGISLATURE: Each voter may cast 3 votes for members of the Illinois General Assembly which he may distribute as he wishes. A cross in the square before one candidate gives that candidate 3 votes; a cross in the square before two candidates means $1\frac{1}{2}$ votes for each; a cross for three candidates means 1 vote for each.

CASTING YOUR BALLOT: Fold your ballot so that the initials of the judge are visible, hand it to the judge in charge of the ballot box and see that he deposits it.

ABSENTEE VOTING: A voter who is to be absent from his country on election day may vote by absentee ballot by:

1. Making application by mail on a form supplied for that purpose to his election authority not more than thirty or less than five days before election.
2. Appearing in person not less than 3 days before the election and casting his ballot in the office of the election authority.

WHERE TO GET VOTING INFORMATION

For information about where to vote or your privileges as a voter call:

City Clerk, Municipal Building, Greenleaf 5-3100
County Clerk, County Building, Chicago, Franklin 2-3000

For information about candidates get in touch with:

League of Women Voters of Evanston
League of Women Voters of Illinois, 225 N. Michigan Ave. Chicago
Evanston Republican Club
Evanston's Woman's Republican Club
Evanston Young Republican Club
Evanston Democratic Club
Evanston Woman's Democratic Club
Independent Voters of Illinois, 180 W. Washington St., Chicago
Better Government Association, 343 S. Dearborn St., Chicago
Chicago Bar Association, 29 S. La Salle St., Chicago

(To reach the various clubs, consult the Evanston Review for names of officers or the Reference Desk, Evanston Public Library.)

IF YOU WISH TO RUN FOR A LOCAL OFFICE

FOR: Mayor, City Clerk, City Treasurer, Judge of the Municipal Court, Clerk of the Court, Justice of the Peace, Constable, Township Supervisor, Township Assessor. Nominating petitions must have the names of not less than five per cent nor more than eight per cent of the registered voters in the entire city who voted at the last general election.

FOR: Alderman. Petitions require not less than five per cent nor more than eight per cent of the registered voters who voted in the ward at the last general election.

The first day for filing of petitions is eighty-five days before election; the last day for filing, thirty-five days before election. If the candidate decides not to run he must withdraw his petition five days after the last day of filing.

Signatures must contain only names of registered voters. Any candidate must be a citizen of the United States, a resident of Illinois for one year, of the County for ninety days, and of the Precinct for thirty days.

FOR: School Board members, any of the three districts. Petitions require at least fifty signatures and must be filed with the Secretary of the School Board twenty-one days before the school board election.

FOR: Members of the three Park Boards. Petitions require at least twenty-five signatures and must be filed eighty-three days before the election.



Chapter XVI

A CITY OF CHURCHES

The men who founded Evanston were men of devout religious faith. They held that the University they established should be "in the interests of sanctified learning," and they brought to the young city a need for churches as deep as the need they felt for learning.

As the University grew, the founders encouraged the expansion of religion. They were themselves Methodists. But their faith was not narrow. They made land available not only to the Methodist Church, but to the Presbyterians, Baptists, Episcopalians, Independents, Congregationalists, Swedish Methodists, Free Methodists, and African Methodists.



The churches grew as the city grew, first around the center of town, then toward the south, and later to the north and west. The First Methodist Church was founded in 1856, the First Baptist in 1858. In 1872 St. Mary's Roman Catholic Church was established. That same year the Bethlehem Lutheran Church began, in temporary quarters. The oldest negro church is the Ebenezer African Methodist Episcopal, founded in 1882.

Today there are fifty-two Protestant churches, including twenty-four separate denominations. There are four Roman Catholic churches, two Churches of Christ Scientist, which are branches of the Mother Church, and a Church of Jesus Christ of the Latter-Day Saints, commonly known as the Mormon Church. There are about twelve all-negro churches, representing various denominations and sects. To the north, within sight of Evanston, and attended by many Evanstonians, is the National Temple of Baha'i. Soon to be built is a

new synagogue, serving the Hillel youth congregation of the community. It is a stimulating picture of many faiths, living and working together in a community that welcomes and needs them all.

There are now sixty-two ministers in Evanston, assisted by 183 salaried workers. Twenty-five religious workers are with other organizations in the community and on the University Campus and at Evanston Collegiate Institute.

Today the value of church buildings and equipment is estimated at \$7,600,000, and the approximate cost of operation for all churches in one year is \$1,106,000, all of which is secured essentially through voluntary giving.

WHO GOES TO CHURCH?

Church attendance in Evanston is high. In January, 1948, twenty-eight Protestant churches participated in a religious census, calling upon all families in town. 44,798 persons were canvassed. Of these, 32,240 were Protestant church members, although 4,482 did not hold membership in Evanston. 2,511 persons had no church preference, 9,433 were non Protestant. This group included the Roman Catholics, Latter-Day Saints, and Baha'i. 4,510 family units were not at home when called upon. Figuring these units at approximately three per family, the Council of Churches estimates that 13,500 persons were known to be uncanvassed. A fair guess is that there are still 3,000 families, or 10,000 individuals unaccounted for in these figures.

The social, missionary, teaching and preaching programs of the churches are of tremendous importance in the life of the community. Much of the constructive leadership on which Evanston depends is provided by church people, and many forward movements are initiated in the churches themselves.

CHURCH BUILDINGS ARE COMMUNITY CENTERS

The church buildings throughout Evanston form an important community asset. Without them many organizations would have no meeting place. In addition to the Sunday worship services and young people's meetings, church schools, and weddings and funerals, most of the church buildings have provided some kind of space to be used for clubs, Red Cross work, recitals, conferences, and educational activities. Because so many community activities center in church buildings, Evanston is adequately supplied with indoor recreational space, with the exception of the negro community in west Evanston. The churches have been gener-



ous with the use of their facilities and many of them are forced to restrict the scope of their activities only because of the exigencies of space and time.

THE EVANSTON YOUTH CONFERENCE

One event of special importance to the young people of the churches is the annual Youth Conference, held in February, on a Friday evening through Saturday afternoon. This Conference is planned by a standing Committee of youth representatives from most of the churches, and an adult adviser. This Youth Conference is included in the High School calendar, and the school gives it hearty cooperation. The goal of the Youth Conference is to reach young people outside the church, and give to all church youth a chance to work together under Christian leadership on themes which they themselves consider important. The Conference is non-denominational, and any one may attend.

The youth groups in the various churches provide much of the wholesome recreational life for their members, as well as training in leadership and responsibility.

A RELIGIOUS CENTER AT THE UNIVERSITY

At Northwestern University the varied religious organizations, representing twelve denominations, have been coordinated under a University Chaplain, in the Student Religious Center, with headquarters in the John Evans Center, at the corner of Clark Street and Sheridan Road. Among the groups are: The Baptist Student Group the Canterbury House (Episcopal), Christian Science Organization, Congregational College Club, Gamma Delta (Lutheran), Hillel Foundation (Jewish), Inter-Varsity Christian Fellowship, Lutheran Student Association, Methodist Student Foundation, Sheil Club (Roman Catholic), Westminster Foundation (Presbyterian), and the University Y.M.C.A. and Y.W.C.A. Each campus religious organization is served by a counselor, usually a minister, priest or rabbi, who is available for personal consultation and special denominational services.

CHURCHES WORK TOGETHER

In many active and effective organizations, the members and the clergy of the churches in Evanston are working together toward clearing away the barriers between denominations.

One movement toward united Protestantism had its beginning in 1870, when a group of farsighted women organized the Evanston Missionary Union, now the oldest organization for women in Evanston. The women of twenty-seven member churches work together to further unity, missions and Christian fellowship. Three meetings are held annually, one the World Day of Prayer, observed by the Union since its founding. Since 1922 the Union has raised by voluntary sub-

scriptions from the churches, annual scholarships for students preparing to go into missionary work. Recipients of these scholarships are now working in seven foreign countries as well as in the United States.



The Evanston Ministerial Association is an association of clergymen and others in professional religious work, as well as professors of various theological schools and the School of Religion at Northwestern. They sponsor the Career Club at Evanston Township High School for boys who are interested in the ministry as a profession. Monthly meetings of the Association are held for the discussion of religious and civic affairs, to hear distinguished clergymen speak, and to promote fellowship in this professional group.

The Evanston Council of Churches is affiliated with the Federal Council of Churches. Most of the Protestant churches are participating members of the Council. The Roman Catholic Church cooperates with the Council in matters of a civic nature, such as the "Know Your City" School. Each member church is entitled to from five to eleven representatives in the Council, depending on membership figures. The Council conducts a Leadership Training School each year, designed to train better church school leadership for the community. There is also an Observation Vacation School, to train leaders for future Vacation Church Schools in various neighborhoods. The Council also works with the problems of minority groups, through a Christian Citizenship Committee. Evanston churches through Church World Service, organized the drive to collect clothing for World Relief, in the winter of 1946 and 1947. In 1948 they initiated a Fellowship Evangelism program, with a city-wide religious census.

Of special interest was the "Know Your City" School, organized by the Council of Churches, in 1947. Designed to help Evanstonians know about their community, the school was held in nine different sections of the city, five sessions in each area.

The Evanston Council of Church Women is a group similar to the Council of Churches, but comprised of representatives of the women's organizations of the churches, and other interested individuals. It serves as the women's auxiliary of the Council of Churches, and works closely with it, though it is an autonomous organization, with state and national affiliations. The purpose is to unite church women through a program looking to the building of a world Christian community, and women of all the Protestant Churches in Evanston are included in its membership.

As a community, Evanston has had the reputation of being a "church going" city. On Sunday mornings the streets and buses are filled with people going to church. It is an inspiring sight. The increased ability of our many strong churches to work together is encouraging to those who are conscious of Evanston's many social

and community problems which need forthright attention. The city is depending upon the church for further leadership in such matters of community concern as race relations, inadequate housing, better recreational facilities for all its citizens, and in every area where human lives are involved.

EVANSTON CHURCH DIRECTORY

AFRICAN METHODIST EPISCOPAL

Ebenezer A.M.E.	1107 Emerson	DA 8-1707
Bethel A.M.E.	1744 Darrow	UN 4-7611

BAPTIST

First Baptist	607 Lake	UN 4-2181
Calvary Baptist	1431 Elmwood	UN 4-1248
Second Baptist	1617 Simpson	UN 4-6454
Second Baptist	1717 Benson	GR 5-3431
Little Rock Baptist	1749 Hovland Ct.	GR 5-0257
Mt. Zion Baptist	1117 Clark	UN 4-9818
Springfield Baptist	1613 Lake	UN 4-9173
Friendship Baptist	1920 Foster	UN 4-3565
Tabernacle Baptist	1837 Brown	GR 5-1991

CHRISTIAN SCIENCE

First Church of Christ Scientist	601 Grove	UN 4-4431
Second Church of Christ Scientist	Park Place & Hurd	UN 4-6477

CHURCH OF GOD

Church of God in Christ Temple	2204 Ashland	GR 5-6007
	1825 Hovland Ct.	DA 8-8005

C.M.E. METHODIST

CHURCH OF JESUS CHRIST OF LATTER DAY SAINTS	2118 Emerson	
COMMUNITY CHURCH	1514 Ridge	GR 5-9342
Oakton United	705 Ridge	UN 4-5925

CONGREGATIONAL

First Congregational	1417 Hinman	UN 4-8332
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EPISCOPAL

St. Andrew's	1930 Darrow	GR 5-7457
St. James' (Armenian)	816 Clark	
St. Luke's	424 Lee	GR 5-3630
St. Mark's	1509 Ridge	UN 4-4807
St. Matthew's	2421 Hartrey	UN 4-4858

EVANGELICAL

Evangelical Church of Christ(Masonic Temple)	Maple & Lake	GR 5-9420
St. John's Evangelical & Reformed	1433 Crain	DA 8-7829
Evangelical Free	1314 Dewey	UN 4-7150

EVANSTON BIBLE CHURCH (Willard School)	Park Place & Hurd	UN 4-7940
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FREE METHODIST FRIENDS	1008 Simpson 1566 Oak	UN 4-7366
LUTHERAN		
Bethlehem Lutheran	1410 Greenwood	DA 8-1250
Grace English Lutheran	1003 Dobson	DA 8-1252
Immanuel Lutheran	1431 Sherman	DA 8-7930
St. James' English Lutheran	1108 Darrow	UN 4-5230
St. Paul's English Lutheran	1004 Greenwood	GR 5-3403
Trinity Lutheran	806 Greenwood	GR 5-9622
METHODIST		
First Methodist	1630 Hinman	UN 4-6181
Covenant Methodist	2525 Hartrey	GR 5-1800
Emmanuel Methodist	1417 Oak	UN 4-1373
Hemenway Methodist	933 Chicago	UN 4-9642
Sherman Methodist	2004 Emerson	GR 5-5016
Wheadon Methodist	2212 Ridge	UN 4-7090
MISSION COVENANT	1101 Church	UN 4-0365
PLYMOUTH BRETHREN		
Evanston Gospel Hall	1726 Wesley	GR 5-3313
PRESBYTERIAN		
First Presbyterian	1427 Chicago	UN 4-1472
Second Presbyterian	901 Hinman	GR 5-1125
Northminster Presbyterian	2515 Central Park	UN 4-9210
United Presbyterian	1577 Wesley	GR 5-3433
ROMAN CATHOLIC		
Ascension	1534 Wilder	UN 4-2944
St. Athanasius	1615 Lincoln	DA 8-1430
St. Mary's	1421 Oak	UN 4-0333
St. Nicholas	806 Ridge	UN 4-1185
SALVATION ARMY	1413 Sherman	UN 4-3033
UNITARIAN	1405 Chicago	GR 5-0757
Y.M.C.A.	1000 Grove	GR 5-7400
Y.M.C.A.	1014 Emerson	UN 4-3687
Y.W.C.A.	1415 Sherman	UN 4-8445
NORTHWESTERN UNIVERSITY		
N. U. Chaplain	1800 Sheridan	UN 4-1900
Canterbury House	2046 Sheridan	
Christian Science Organization	Lunt Bldg., N.U. Campus	
Hillel Foundation	1800 Sheridan	UN 4-2024
Methodist Student Foundation	1948 Sheridan	UN 4-3505
Evanston Collegiate Institute	2408 Orrington	UN 4-8280
Seabury-Western	600 Haven	UN 4-0612
Westminster Foundation	1800 Sheridan	UN 4-2320

Chapter XVII

SOCIAL WELFARE

Evanston has many agencies dealing with social welfare problems. Some are government agencies administered by city, county and state. Much of the city's welfare work is done by private organizations. The Council of Social Agencies, organized in 1929, is the private organization which coordinates local welfare efforts. It has fifty-three tax supported and voluntary member agencies - social welfare, health, education, civic and religious. Its functions fall within four major areas: (1) to provide a central source of information on community social services; (2) to bring organizations together for joint planning; (3) to conduct systematic, impartial studies and surveys of community needs, proposed new services, and reorganization of existing programs; and (4) to carry out an organized public information and education program. While the Council provides the structure and channel for united community consideration of health and welfare matters, its strength is only as great as the willingness of groups and individuals to use it, and to go the whole way in community cooperation.

Each member organization may appoint two delegates to the Council. These delegates meet at monthly luncheons where programs of significance to social welfare in Evanston are presented. The Council operates largely through its three Divisions: Family and Child Welfare, Youth, and Health. Each agency may appoint one or more delegates to the Division with which it is chiefly concerned. The Divisions meet regularly to plan projects and discuss problems.

The over-all policies and administration of the program are handled through a Board of Directors of twenty-five Evanstonians, elected annually by the delegated body. Matters relating to policy and program which come from the Divisions and committees of the Council are channeled through the Board of Directors for final decision and implementation.

A volunteer service committee helps recruit, train and place volunteers for agency projects and special activities. Continuous collection of statistics and data on volume and type of welfare services and on community social problems provides a useful source of information. To avoid duplication of giving to families and children at Thanksgiving and Christmas, and to insure the most constructive use of funds available for this purpose, a Holiday Bureau serves as a clearing house.

Newest project of the Council is the organization of a "Youth Council of Evanston," consisting of teen age representatives from schools and all other youth groups. This Youth Council has as its objective the direct participation of youth in all community matters which affect them.

The Evanston Council of Social Agencies is financed principally by a grant from the Evanston Community Chest.

THE EVANSTON COMMUNITY CHEST

Evanston has had a Community Chest since 1932. This is the federated fund-raising agency for the support of thirteen local health, welfare and youth serving organizations. The Community Chest provides to its member organizations that portion of their budgets which cannot be met through fees for service, endowments and other outside income. About fifty-three per cent of the agency



budgets are met by the Chest. To determine the amount needed in the annual Community Chest campaign, the boards of directors of the participating agencies make a thorough study of their needs and submit their requests to the citizen budget committee and the board of directors of the Chest itself. The final decision as to what each agency shall receive rests with the board.

The Community Chest, through one annual campaign, eliminates the necessity

for separate campaigns for operating costs of its thirteen member agencies, thereby saving much volunteer soliciting time and reducing campaign costs to a minimum.

For many years the Community Chest and other voluntary civic efforts were supported to a considerable extent by a relatively small percentage of the population. A recent healthy trend toward wider community interest and participation is evident. It is felt by some that this trend will improve future records of the Chest campaigns, which have reached the minimum quota only seven times in the past seventeen years.

The Chest is administered by a board of officers and directors of forty-five citizens, elected at the annual meeting of the corporate members. All contributors of twelve dollars or more are members of the Association and entitled to vote. The Community Chest employs an Executive Secretary and an Assistant Secretary, who also serve the Council of Social Agencies in similar capacities.

Any non-profit organization may apply for financial participation in the Chest. In screening requests for admission, the Chest considers: (1) whether the organization is providing a necessary community health or welfare service; (2) whether this service duplicates programs of other groups; (3) whether this service could be provided without outside financial support; (4) whether there is a representative group of citizens who can assume responsibility for the administration of the program.

Member agencies of the Evanston Community Chest are:

Arden Shore Association	Evanston Day Nursery
Boy Scouts	Family Service of Evanston
Child Care Center	Girl Scouts
Community Hospital	Illinois Children's Home
Council of Social Agencies	U. S. O.
Community Clubs	Visiting Nurse Association
Young Women's Christian Association	

PUBLIC AID, INSURANCE AND SPECIAL SERVICES

Certain social welfare needs appear to be too big for private organizations to handle. The meeting of economic need is now recognized as government responsibility and is met through the federal Social Security, state and local programs of direct financial aid and insurance.

Public Assistance: In Illinois direct aid for certain types of need is administered on a county basis through the Cook County Bureau of Public Welfare, which operates as the administering unit of the Illinois Public Aid Commission. Through this agency goes Old Age Assistance, Aid to Dependent Children and Aid to the Blind. Funds for these programs are provided on a pro rata basis by the federal and state governments. The Bureau has a representative available in Evanston one afternoon a week.

EVANSTON PUBLIC ASSISTANCE

	Average Number on Rolls Each Month	Average Monthly Award - to each Person	Total Amount Paid to Recipients
Old Age Pension	461	\$47.08	\$75,982
Aid to Dependent Children	231 (66 Families)	28.30	27,147
Blind Assistance	<u>6</u>	41.18	<u>3,107</u>
TOTAL	698		106,236

Old Age Assistance is given to people over sixty-five years of age no longer able to work, who are in need of financial assistance. The maximum grant of fifty dollars a month is based on the recipient's budgetary needs and outside income. People live longer than they used to. Often their life work or their family situation has not permitted them to lay enough aside to meet their needs when their earning capacity is ended. The old age assistance program helps meet these needs.

Aid to the Blind is provided through the Bureau under the state program in much the same way. Grants are made to the blind who qualify in accordance with residence and other requirements.

Township Relief: General assistance is provided through the

Evanston Township Relief Administration, which deals with problems of unemployment, old age and illness not covered by the assistance categories under the Cook County Bureau. The Evanston Township Relief Administration, along with the Cook County Bureau of Public Welfare, is related at the state level to the Illinois Public Aid Commission.

Township Relief is directed by a Township Supervisor elected every four years at the spring election. The relief administration staff has a trained social service worker as director, assisted by a part-time worker, a clerk, and a Northwestern student majoring in social welfare. A committee of five aldermen of the Evanston City Council supervises weekly financial reports of the Relief Administration. Bills are presented to this committee, and after approval, are paid by the Township Supervisor. Through this regulation of expenditures, the aldermen may also exercise supervision of administrative practices as well. In 1946 a committee of six persons interested in social welfare was established to serve in an advisory capacity in formulating policies. Approximately fifty cases are handled monthly by Township Relief.

Old Age and Survivor's Insurance: Because of the tremendous scope of the problem of old age, the federal government has included in its social security program Old Age and Survivor's Insurance. The fund for this insurance program is built up from pay roll deductions and employer's contributions. Old Age and Survivor's Insurance is administered locally through an office in Evanston which also serves suburban Cook County north and west to the Lake and DuPage County boundaries. Approximately seventy-five per cent of the people receiving benefits from this office reside in Evanston.

Care for the Aged and Chronically Ill: The programs of Old Age Assistance and Survivor's Insurance help to meet some of the problems of the increasing span of life. They do not meet the serious lack in the community of convalescent care for the aged and chronically ill. Many people need special nursing care. The Community Survey of 1946, sponsored by the Council of Social Agencies, recommended that a future broad community nursing service should extend its care to older people, working with local hospitals so that persons may remain at home and still get the most modern care.



The only public home for the aged and chronically ill is at Oak Forest, forty miles away. In the private agency field, Evanston has the Presbyterian Home, the Swedish Societies' Old People's Home, and a small home for widows of railroad trainmen. All of these draw their population from the entire Chicago area, and are therefore not exclusively Evanston facilities. They usually have waiting lists. More homes are needed to provide minimum care for the community's infirm aged.

The State Division of Rehabilitation provides services whereby handicapped persons can be rehabilitated and become self sustaining members of the community without continued dependence on public aid.

SERVICES FOR CHILDREN

The program to help children is the most varied of all Evanston's welfare programs. Various resources, public and private, local, county and state, are available, including the Juvenile Court, Lutheran Churches, Jewish Children's Bureau, Catholic Home Bureau, and the Illinois Children's Home and Aid Society.

Direct public financial aid to dependent children in their own homes is given by the Cook County Board of Public Welfare under the state program of Aid to Dependent Children. The objective of the program is to enable families to stay together, even though the father or other principal wage earner can no longer provide support. Because the amounts granted are often not sufficient, they are sometimes supplemented locally by the Evanston Township Relief Administration.

Pre-School Children: The care of pre-school children with emotional problems, or of those whose mothers must work to support the family, is a special need in Evanston. The Evanston Day Nursery and the Child Care Center provide for more than just physical care. They give the environment and understanding necessary to help problem children become normal, happy children, when this is needed. The Child Care Center is an outgrowth of the Lanham Nursery, provided at federal expense during the war. Both nurseries are directed by private boards and are partially Chest supported. These nurseries also collect fees from the parents using the centers.

Boarding Homes: The Illinois Children's Home and Aid Society is the principal child placing agency serving Evanston. It cooperates closely with Family Service of Evanston in providing care for children who must be away from their own families.

The greatest need seems to be for short term foster care with emphasis on treatment. There is also a lack of adequate service for the children who are not served by the regular religious groups, and for negro children.

Adoptions: Illinois Children's Home and Aid Society serves people who wish to adopt a child, and parents who wish to give their child up for adoption, as do the Chicago sectarian agencies mentioned above.

The Cradle, which has achieved national fame, also makes adoption arrangements. This is privately supported.

Services for Emotionally Disturbed Children: Evanston Hospital Child Guidance Clinic provides consultation and some treatment for disturbed children. All school districts provide for these children through the Division of Special Services. Family Service provides



guidance in children's difficulties where family relationships are involved. The Evanston Receiving Home, which is a branch of the Illinois Children's Home and Aid Society, provides, on a state-wide basis, study and treatment service to emotionally disturbed children of school age. Children are referred to the home from the Illinois Children's Home and Aid Society.

Institutions for Neglected, Homeless, and Dependent Children: The rebuilding of the neglected and homeless child is undertaken by the Arden Shore Association, a Chicago area project to which Evanston contributes. Located near Lake Bluff, it provides home and school for boys of ten to fifteen years of age, in the fifth through the eighth grades. Allendale School for Boys, at Lake Villa, Illinois, is to protect, rear, and educate underprivileged and dependent boys, nine through fourteen years, fourth through eighth grades. It is supported by private donations. Glenwood School for Boys at Glenwood, Illinois, provides a home with academic and industrial training for dependent normal boys between the ages of eight and sixteen.

The Mary Bartelme Clubs provide a home for adolescent girls. They are supported by a small endowment, voluntary contributions, and by reimbursements for some of the girls by the Juvenile Court, other agencies, families, or the girls themselves. Evanston children may also be referred by a social agency to the Lake Bluff Orphanage.

Institutional Services for Physically and Mentally Handicapped: LaRabida Jackson Park Sanatorium in Chicago, accepts heart cases for treatment. The North Shore Association for the Crippled has a program for handicapped children. Evanston's blind are cared for through the Sight-Saving Room at Nichols School. Later they have access to the Hadley Correspondence School for the Blind in Winnetka. Evanston's children so mentally retarded that they are unable to adjust in the community, may be cared for at Lincoln or Dixon State Hospitals, though these are greatly overcrowded. The State Hospital at Elgin is reluctant to accept children because its program is geared to adult treatment. Care for the mentally ill child is one of Evanston's greatest needs.

If Evanston is to care properly for its dependent children it must extend its family case work; develop substitutes for foster care, such as housekeeping service and more child care centers; develop means for early detection and treatment of family problems; provide more adequate mental hygiene services; and demand more emphasis on child welfare service. Through it all is a greater need for coordination of the work of all the organizations serving children.

Provisions for Youth Away from Home: The Young Women's Community Club provides facilities for working girls who must live away from home. The Y.W.C.A. helps girls to find a place to live in clean, wholesome quarters. The Y.M.C.A. has excellent residence facilities for young men.

Salvation Army: The Salvation Army may be called at any hour of the day or night for emergency service. They arrange shelter and meals for needy transients. Their Home and Hospital, in Chicago

and serving the Chicago area, gives excellent help to unmarried mothers, and accepts such case referrals from other agencies.

SERVICES TO FAMILIES

Family Welfare: There are relatively few dependent families in Evanston. For most, an emergency can be met, but there are times when intelligent help at the right moment means the difference between self-sufficiency and family breakdown. In Evanston, much of this help in time of trouble is given through the Family Service of Evanston. It is supported ninety-eight per cent by the Community Chest, though it has some small endowments. Some 237 cases were being handled monthly during 1948. Family Service cooperates with many agencies and organizations. It does the intake work for the Child Care Center and the Evanston Day Nursery, and for the School Children's Welfare Association, which supplies clothing for needy school children. It also works closely with the school counseling services. It is governed by a board of twenty-two men and women.

The organization of the Division of Special Services for Children in the Evanston Public Schools, in 1947, marks an important step forward. Working cooperatively with other community agencies, this Division is already carrying on an earlier case finding program for children with problems than has been possible in the past.

The Social Service Department of the Evanston Hospital is an important feature of Evanston's family and personal counseling program, and cooperates closely with Family Service, the schools, and other community agencies. Successful recovery from an illness often depends not only on medical care, but also on the ability of the patient to solve related personal and family problems. The Social Service Department works with the patient, the doctors and nurses, and with other agencies, when the patient needs such help.

Other privately supported agencies which provide assistance to families are the Swedish Relief and Aid Society and the St. Vincent de Paul Association. They provide small amounts of relief for certain individuals and families. The American Red Cross plays an important role in the assistance to veterans, service men, and their dependents.

In addition to the social agencies described in this chapter, there is an important group of organizations which hold membership in the Council of Social Agencies because of their interest in all community social welfare effort, and their recognition that cooperation and coordination of such effort is the most efficient way to meet the needs of the community. The list of members of the Evanston Council of Social Agencies follows: (Agencies participating in the Community Chest are marked with a *)

American Red Cross	615 Davis Street	UN 4-9000
*Arden Shore Association	Lake Bluff, Illinois	Lake Bluff 95
Board of Education, Dist. 75	1323 Hinman Avenue	UN 4-5600
Board of Education, Dist. 76	800 Greenleaf Street	UN 4-1724

Board of Education, Dist 202		
Evanston Township High School	1600 Dodge Ave.	UN 4-9600
*Boy Scouts of America	614 Davis St.	UN 4-5577
Business & Professional Women's Club		
Catholic Woman's Club	1560 Oak Ave.	GR 5-9042
Chamber of Commerce	518 Davis St.	DA 8-1500
Chest Clinic	1806 Maple Ave.	GR 5-1214
affiliate of T.B. Institute of Chicago		
*Child Care Center	1524 Simpson St.	GR 5-5516
Community Chest, Inc.	614 Davis St.	GR 5-2400
*Community Clubs, Evanston-Northwestern		
Headquarters: Central School	828 Main St.	GR 5-0888
*Community Hospital	2026 Brown Ave.,	GR 5-0610
Council of Churches	627 Grove St.	GR 5-5177
*Council of Social Agencies	614 Davis St.	GR 5-2400
*Day Nursery	1515 Wesley Ave.	UN 4-5543
Dentists, Evanston Association of	636 Church St.	GR 5-7129
EVANSTON, CITY OF		
Bur. of Recreation-Eiden Field House	601 Main St.	GR 5-3100
Department of Health	1806 Maple Ave.	GR 5-3100
Plan Commission	Municipal Building	GR 5-3100
Div. of Crime Prevention-Police Dept.	Elmwood at Lake St.	UN 4-4000
Public Library	1703 Orrington Ave.	GR 5-6700
Township Relief Administration	1802 Maple Ave.	GR 5-4481
Evanston Hospital Association	2650 Ridge Ave.	GR 5-2500
*Evanston Receiving Home of the Illinois		
Children's Home & Aid Society	826 Ridge Ave.	UN 4-1288
*Family Service of Evanston	1114 Church St.	DA 8-2404
First Presbyterian Church	1427 Chicago Ave.	UN 4-1472
*Girl Scout Council, Inc.	614 Davis St.	UN 4-8585
Infant Welfare Society	1806 Maple Ave.	GR 5-3100
Inter-Racial Council		
Junior League of Evanston, Inc.	2601 Sheridan Rd.	UN 4-5410
Kings Daughters		
Kiwanis Club of Evanston		
League of Women Voters		
Evanston Senior Auxiliary - Mary Bartelme Club		
Evanston Junior Auxiliary - Mary Bartelme Club		
call Evanston Club No. 2	1102 Elmwood Ave.	UN 4-9429
Medical Society of Chicago,		
North Suburban Branch	636 Church St.	UN 4-3121
Ministerial Association		
North Shore Association for the Crippled		
call Visiting Nurse Association	614 Davis St.	DA 8-1900
Parent-Teacher Assn. Council,		
Library Hall, Public Library	1703 Orrington Ave.	
Planned Parenthood Assn.	800 Main St.	GR 5-3020
Salvation Army	1403 Sherman Ave.	UN 4-3033
School Children's Welfare Assn.		
Orrington School,	Orrington Ave. & Ingleside Place	UN 4-5600
Swedish Relief and Aid Society		

Teachers' Club
U. S. Government Federal Security Agency
Social Security Administration
Bur. of Old Age & Survivor's Ins. 1603 Orrington Ave. UN 4-3010
*Visiting Nurse Association 614 Davis St. DA 8-1900
Wilmette Family Service Assn. 1167 Wilmette Ave. Wil. 2550
Woman's Club of Evanston 1702 Chicago Ave. GR 5-3800
Young Men's Christian Association 1000 Grove St. GR 5-7400
Y.M.C.A., Emerson Street Branch 1014 Emerson St. UN 4-3687
*Young Women's Christian Association 1415 Sherman Ave. UN 4-8445
Young Women's Community Club 1458-60 Maple Ave. GR 5-9755

*Participates in Evanston Community Chest

APPENDIX

WHOM TO CALL FOR INFORMATION

MUNICIPAL AFFAIRS:

For information relating to the following or similar subjects, call Municipal Building of Evanston, Greenleaf 5-3100, for referral to the proper department or authority.

- Beach tokens
- Building code and building permits
- Civil Service Commission
- Collection of taxes
- Dog pound
- Elections
- Garbage and refuse
- Health Agencies and Statistics
- Housing Coordinator
- Land Clearance
- Licences - automobile, special businesses, dog, etc.
- Parks and playgrounds
- Parking
- Picnic permits
- Plan Commission
- Polling places
- Quarantines
- Rent control
- Streets and sewers
- Traffic control
- Zoning

WELFARE SERVICES AND ACTIVITIES:

For information relating to the following or similar subjects, call the Evanston Council of Social Agencies, Greenleaf 5-2400, for referral to the appropriate agency or organization.

- Adoption
- Blind, special services and assistance for
- Camping opportunities
- Clinics
- Day Nurseries
- Employment
- Family problems
- Foster homes
- Marriage counseling
- Nursery Schools
- Nursing care in the home
- Old Age Assistance
- Relief

Social Security
Transients, shelter and help for
Unemployment compensation
Veterans, services for

SCHOOLS AND EDUCATION:

For information relating to the following or similar subjects, call one of the Boards of Education. See Chapter XII on Education to determine the Board of Education serving your area.

Board of Education, District 75, 1323 Hinman Ave. UN 4-5600
Board of Education, District 76, Nichols School UN 4-1724
Board of Education, District 202, 1600 Dodge Ave. UN 4-9600
(Includes Evanston Township High School, Evanston Community College, and Evanston Adult Education Evening School)

Pupils in school, how to reach
Teachers in school, how to reach

For information relating to any of the special services shown below, call the Department of Special Services, located at 1323 Hinman Ave., GR 5-3600.

Crippled Children's Unit
Sight-Saving Class
Special Education Classes
Deaf and Hard of Hearing Classes
Itinerant Teacher
Speech Correction
Visiting Counselor Service

BUSINESS AND INDUSTRY:

For information about Evanston business and industry, consult the files of the Evanston Review and the Evanston Chamber of Commerce, and the "Blue Book" published by the Chamber of Commerce, 518 Davis Street, DA 8-1500.

The Chamber of Commerce of Evanston, with over a thousand members, is a volunteer and independent organization set up by the business and professional interests of the city to carry on those activities and services for Evanston which the individual concerns cannot do alone. The Chamber maintains several divisions, for manufacturers, retailers and neighborhood groups, as well as committees on parking, traffic and transportation, fire prevention, national and state legislation, consumer relations, housing, and new business. Its headquarters contain hundreds of city directories, highway maps, transportation timetables and other reference books for use by its members and the general public.

CALENDAR OF MEETINGS

Board of Cook County Commissioners

Meets in the Board room of the County Building, Chicago, at 2 P.M., subject to the call of the chair. For date of next meeting, call FRanklin 2-3000.

City Council meetings

Every Monday evening at eight in the Council Chambers of the Evanston Municipal Building, except when Monday falls on a holiday.

Civil Service Commission meetings

First Wednesday of each month at eight P.M. in the office of the Civil Service Commission, Municipal Building, Evanston.

Council of Social Agencies

Luncheon meeting September through April on the fourth Monday of the month at noon in the First Congregational Church.

Land Clearance Commission

No regular time for meeting. For date of next meeting, call GR 5-3100 and ask for the Building Department.

Evanston Plan Commission

Meets the second Wednesday of each month at eight P.M. in the Evanston Municipal Building.

P.T.A. Council of Evanston

Meets the fourth Monday of each month, September through May, (except December) at 1:15 P.M. in Library Hall in the Evanston Public Library.

School Caucus Meetings

District 75 - usually the first Monday in March at eight P.M. in the Noyes School Auditorium.

District 76 - on the Wednesday allowing thirty days prior to school election, at eight P.M., in Nichols School.

District 202 - usually held in the Noyes School Auditorium at eight P.M., the first or second week in March. No regular date.

Township Meeting

Annual meeting is held the first Tuesday in April at two P.M., in the Council Chambers of the Evanston Municipal Building.

Zoning Board of Appeals

No regular meeting schedule. For date of next meeting, call GR 5-3100 and ask for the Building Department.

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Chapter III

- American Public Health Association, Committee on the Hygiene of Housing, "An Appraisal Method for Measuring the Quality of Housing," obtainable from the Association, at 1790 Broadway, New York 19, N. Y. 1945
- Economic Survey of the Land uses of Evanston, Illinois, 1949. Prepared for the Evanston Plan Commission by Homer Hoyt Associates.

Evanston Building Code: The only up to date copies of the Evanston Building Code are in the offices of the Building Commissioner and the City Clerk. For information, call the Building Commissioner. Evanston Zoning Ordinance; Copies available, 50 cents each; Zoning map, 25 cents each, obtainable from the office of the Building Commissioner.

"Illinois Housing Laws" In force, 1938, with Amendments Becoming Effective July 1, 1945. Prepared by Illinois State Housing Board. Mayor's Committee on Post-war Planning, Sub-committee on Housing, "Evanston's Housing: Some Facts: Some Problems." 1943

Public Administration Service, "Planning the Neighborhood"; Standards for Healthful Housing. 1948. Obtainable from the Public Administration Service, 1313 East 60th Street, Chicago 37, Ill.

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Chapter IV

Constitution of the State of Illinois: Adopted May, 13, 1870; Springfield, 1944.

Evanston Municipal Code. 1927. The Code is a compilation of all city ordinances. No copy of the Code has been printed since 1927. For information about more recent ordinances, the city clerk's office must be consulted.

Illinois Statutes. 1947. This volume contains a copy of the Revised Cities and Villages Act.

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For further sources consult Public Administration Service, 1313 E. 60th Street, Chicago 37, Illinois.

Chapter V

Civil Service Commission: Annual Reports, 1937-1947.

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Civil Service Commission: "Public Relations of Public Personnel Agencies."

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